CELEBRATING COMMUNITIES TOGETHER

POLICY DEVELOPMENT

STANDING COMMITTEE AND
TASK FORCE POLICY STATEMENTS
RESOLUTIONS

FEDERATION OF CANADIAN MUNICIPALITIES
54th ANNUAL CONFERENCE
ST. JOHN'S, NEWFOUNDLAND
June 10, 1991

May 1991

Dear Conference Delegate:

Welcome to FCM's 54th Annual Conference. Several changes have been made to enhance this year's Policy Development Book and to improve the process of dealing with resolutions at the Conference. We ask you to review the following so you may become familiar with the contents of this document.

Section I - Policy Statements and Category A Resolutions

New and revised policy statements are printed in Section 1 of the book, in alphabetical order under separate sub-tabs. Each policy statement is followed by pertinent Category A resolutions (See Procedures for Policy Development on page IV for explanation of categories). Resolutions which fall outside the mandate of a standing committee or task force are found under the last sub-tab in Section I (under "Miscellaneous"). Please consult the Conference Program for the order in which each subject will be considered.

Section II - Category B Resolutions

This section contains Category B resolutions which will be introduced following the debate of Category A resolutions on the same subject.

Section III - Category C and D Resolutions

This section contains resolutions which have been categorized as C and D. Each Category C and D resolution requires a motion to debate, duly moved, seconded and adopted by the Conference. Motions of this nature will not be entertained by the Chair until all designated Category A and B resolutions have been dealt with.

Resolutions Received after the March 1, 1991 Deadline

In accordance with the Procedures for the 1991 Conference Resolutions as adopted by the National Board of Directors in December 1990, resolutions received after the deadline of March 1, 1991 will be held for action by the National Board of Directors following the Conference. These are not printed in this document.

Emergency Resolutions

Resolutions defined by the Executive Committee as emergency resolutions before the Conference will be referred to delegates for debate. These will be distributed at the Conference.

Quorum

Quorum for consideration of resolutions will consist of 50 voting delegates.

Parliamentary Procedure

The revised Roberts Rules of Order will be used. An outline of these rules is contained in the delegate packages. The Chairs of the policy sessions will be assisted in procedural rulings by Registered Parliamentarian, Mayor Maurice Fitzpatrick of Leduc, Alberta.

There are approximately 65 resolutions in Category A and B and the full cooperation of delegates will be required if we are to complete consideration of them in the allotted time.

We trust that this concise format and other changes made to this year's Policy Development Book will make it easier for delegates to follow.

Have a good Conference.

Ron Hayter

Alderman Ron Hayter
Third Vice-President
Chair, Standing Committee
on Policies and Resolutions

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PROCEDURES FOR POLICY DEVELOPMENT

1. GENERAL - POLICY DEVELOPMENT

1.1 The FCM National Board of Directors is responsible for the setting of policy priorities which reflect the concerns of member municipalities and/or municipal associations. The National Board of Directors may appoint standing committees and task forces as required to develop policy positions on key national municipal issues.

1.2 The major lobbying and research activities of FCM will be directed to those national municipal issues which fall within the jurisdiction of the federal government, the provincial and territorial governments acting at the interprovincial level, or FCM itself, as identified by the Annual Conference or the National Board of Directors.

1.3 Indirect municipal issues and local/regional issues will not be supported by major research and lobbying activity, unless otherwise directed by the Annual Conference or by the FCM National Board of Directors.

1.4 FCM will take a stand only on those issues which are clearly municipal in character.

2. POLICY RESOLUTIONS

2.1 Member municipalities may submit policy resolutions for consideration by the Annual Conference held in June of each year once the Call for Conference Resolutions has been issued, (normally in December). The deadline for submission of conference resolutions is three (3) months before the opening of the Annual Conference. Late resolutions are dealt with in accordance with the Conference Resolutions Procedures which are issued with the Call for Conference Resolutions.

2.2 Member municipalities may submit policy resolutions for consideration at each meeting of the National Board of Directors.

2.3 The Standing Committee on Policies and Resolutions shall be responsible for receiving and taking action on all resolutions in accordance with these procedures.

2.4 All resolutions endorsed by the Annual Conference of FCM and by the National Board of Directors which require action from the Government of Canada, shall be submitted to the Government of Canada or the appropriate agency for response as soon as possible.

2.5 CATEGORIZATION OF RESOLUTIONS

The Standing Committee on Policies and Resolutions shall categorize all of the resolutions which are submitted for consideration into the following categories:

Category A - National Municipal Issues

This category will contain resolutions on issues which are of a direct or indirect concern to Canadian municipalities, and which fall within the jurisdiction of the federal government, the provincial and territorial governments acting at the interprovincial level, or FCM itself. These resolutions are debated first. The Standing Committee on Policies and Resolutions or other appropriate standing committee/task force will make a recommendation on each resolution in order to ensure that resolutions are consistent with established FCM policy.

Category B - Local/Regional Municipal Issues

This category will contain resolutions on issues of concern to municipalities of a particular region or to a local municipality, and which fall within the jurisdiction of the federal government. The regions are: British Columbia and the Yukon, the Prairies and the Northwest Territories, Ontario, Quebec, and the Atlantic. In order to determine whether a resolution is regional in scope, the Standing Committee on Policies and Resolutions may refer resolutions to regional committees from time to time. These resolutions are debated immediately after Category A resolutions.

Category C - Issues Not Within Municipal Jurisdiction

This category will contain other resolutions submitted by member municipalities and associations. These resolutions will not be debated by the Annual Conference or Board Meeting unless a motion to debate the resolution is moved and carried by the Annual Conference or National Board of Directors.

Category D - Other

This category will contain resolutions submitted by member municipalities and associations which have been to the National Board of Directors or the Annual Conference in the previous three years, similar in content or contrary to earlier decisions by the Conference or Board. These resolutions will be received for information only.

Category C and D resolutions will not be debated either by the National Board of Directors or the Annual Conferences, unless a motion to debate the resolution is moved and carried by the National Board of Directors or the Annual Conference.

PROCEDURES FOR 1991 CONFERENCE RESOLUTIONS

The following Procedures for Conference Resolutions will be in effect at the FCM's 1991 Annual Conference. The Standing Committee on Policies and Resolutions selected from the resolutions received, those resolutions of general concern and of local/regional concern which will be debated at the Conference. These resolutions are printed in Section I and II of the Policy Development Book. All other resolutions are printed in Section III of the Policy Development Book, and will become debatable only upon a motion approved by a simple majority vote of the voting delegates present at the Conference session. Resolutions received after the March 1, 1991 deadline will be held for action by the National Board of Directors following the Conference.

1. PROCEDURAL REGULATIONS FOR ACCEPTANCE OF RESOLUTIONS

Care should be taken by the sponsors of resolutions intended for consideration at FCM's Annual Conference to ensure that they meet the following requirements. The criteria defining how resolutions should be written have been approved by the National Board of Directors.

a) Resolutions should address topics of concern to municipalities at the national level.

b) The preliminary clauses should clearly and briefly set out the reasons for the resolutions. (If the sponsor believes that the rationale cannot be explained in a few preliminary clauses, the problem should be more fully stated in supporting documentation.)

c) Resolutions submitted without adequate background documentation/information will be returned by FCM staff to the sponsor with a request for material which would justify the intent of the resolution. In any doubtful case, the staff will consult with the Chair of the Standing Committee on Policies and Resolutions.

d) The operative clause of the resolution (i.e., the one beginning "BE IT RESOLVED") must clearly set out its intent, stating a specific proposal for action. The wording should be straightforward and brief. Generalizations should be avoided.

e) The 1991 submission deadline for receipt of resolutions was March 1, 1991.

f) Resolutions dealing with matters of urgent national concern which arise following the deadline for receipt of Conference resolutions should be referred directly to the Standing Committee on Policies and Resolutions for consideration.

g) Resolutions may be submitted by any municipality or provincial/territorial municipal association which is a member in good standing of the Federation of Canadian Municipalities. Each resolution must bear the official endorsation of the sponsor.

h) Supporting documentation

2. DISPOSITION OF RESOLUTIONS

a) Resolutions which conform to the procedural regulations stated above will be treated by the Standing Committee on Policies and Resolutions as follows:

i) Resolutions of general concern to municipalities at the national level (Category A: national municipal issues and indirect municipal issues, FCM's Procedures for Policy Development) as determined by a standing committee or task force will be printed in Section I of the Policy Development Book. Each Section I resolution will be accompanied by a recommendation from a standing committee or task force. All Category A resolutions will be debated.

ii) Resolutions NOT deemed by a standing committee or task force to be national in scope will be placed in Category B and printed in Section II of the Policy Development Book. Section III of the Policy Development Book will contain Category C and D resolutions and these will only be debated after presentation of

Section I and II resolutions, AND ONLY if a representative of the sponsor obtains approval of the delegates.

b) Resolutions of an emergency nature, as determined by the Executive Committee, will be debated, with delegates' approval.

c) Resolutions not debated at a Conference Resolutions session because of insufficient time or lack of quorum of voting delegates will be presented by the Standing Committee on Policies and Resolutions with its recommendations to the first meeting of the new National Board of Directors.

d) A quorum shall consist of 50 voting delegates.

3. PROCEDURES FOR THE CONDUCT OF RESOLUTIONS PLENARY SESSIONS

a) Each resolution in the Policy Development Book is deemed to be duly moved and seconded by the originating municipality or association and will be read aloud. Thereafter, the recommendation of the standing committee or task force will be read aloud.

b) A representative from the sponsoring municipality or municipal association will be given first opportunity to speak.

c) Only FCM members in good standing are entitled to speak from the floor.

d) All speakers must identify themselves and their municipality or association, and must confine their remarks to a maximum of two minutes.

e) No delegate will be permitted to speak more than once on any resolution until other delegates wishing to speak have been heard.

f) An appeal for a ruling shall be made to the Chair of the Policy Session.

g) Amendments to resolutions duly moved and seconded will be accepted in written form by the Chair of the Policy Session for voting purposes. Amendment forms will be available in the Policy Development Book.

h) Motions to refer a resolution will be in order at any time and will be voted on immediately WITHOUT DEBATE.

i) At the close of debate, a vote will be called on the "BE IT RESOLVED" portion of the Resolution.

j) Only duly accredited voting delegates are entitled to vote on resolutions. They will do so by showing their voting credentials when the count is taken.

FEDERATION OF CANADIAN MUNICIPALITIES

MISSION STATEMENT

GENERAL PURPOSE

The fundamental purpose of the Federation of Canadian Municipalities is the pursuit of the common national interests of all Canadian municipalities, particularly as these affect or are affected by actions of the Government of Canada, or of the provinces and territories, acting at the interprovincial level. FCM conducts research, develops policies, and through appropriate mechanisms, takes action on matters of national municipal concern. FCM thus serves as the central linkage among Canadian municipalities and municipal associations acting upon their shared goals in the intergovernmental arena while working toward excellence in municipal administration by establishing meaningful working relationships among municipal officials across Canada.

REPRESENTATIVE FUNCTIONS

FCM represents the interests of all municipal governments and municipal associations without limitation or constraint arising from population, means, geography, language, or partisan considerations. FCM pursues consultations with political parties recognized as such in the Parliament of Canada. FCM respects the primacy of provincial jurisdiction. FCM will structure itself such that all parts of Canada are fully and fairly represented in the affairs of the association, and such that there shall be an equitable and regular opportunity for representatives from different regions to hold office on its National Board of Directors.

RECOGNITION OF PROVINCIAL PREROGATIVES

While the operations of municipal governments are a function of provincial and territorial legislation, the federal and interprovincial context within which municipal administration must operate dictates that FCM act as an advocate of municipal interests at these levels. In pursuing these interests, FCM respects the constitutional prerogatives of the provinces and ensures that all provinces and territories are continuously apprised of the concerns and actions of the Federation.

ENHANCING THE ROLE OF LOCAL GOVERNMENTS

Community governments are the primary administrative units of Canadian society and as such are ideally situated to deliver public services effectively and efficiently. As Canadian society grows and becomes more complex, the roles and responsibilities of local governments expand to meet new needs. FCM participates in this evolutionary process by drawing upon the richness and diversity of the Canadian municipal experience, by acting as a pipeline of communication among municipal governments, by sharing ideas and information and by positioning itself at the forefront of innovation in municipal operations.

RESEARCH AND DEVELOPMENT

The research and the development of new administrative approaches and techniques touching all aspects of municipal operations can be best achieved through collaboration, common effort and shared resources among municipalities. FCM strives to promote the sharing of expertise and the development of new techniques leading to greater efficiency of operations in all spheres of municipal concern. FCM works at the leading edge of emerging municipal issues, interests and opportunities at the national level.

Recognizing that the social and cultural health of municipalities is directly related to their economic well-being, FCM strives to assist local governments to foster economic growth in their communities. FCM accomplishes this by developing and delivering a variety of programs and projects to introduce new approaches that municipalities can use to support existing businesses and promote new ones.

INTERNATIONAL LINKAGES

While respecting the central position of the federal and provincial governments in international relations, FCM assumes a lead role representing Canadian municipal interests at the international level by establishing links with municipal associations in other countries and by fostering relationships between Canadian municipalities and their counterparts around the globe. FCM acts to ensure that Canada benefits from new approaches to municipal administration

developed in other countries and at the same time has the opportunity to share what is excellent in Canadian municipal administration with those parts of the world which may benefit.

RELATIONS WITH OTHER ASSOCIATIONS

While FCM is the primary representative of Canadian municipal governments, it collaborates with other associations whose purposes touch upon municipal administration. FCM may foster from time to time the development of new professional associations in areas of municipal interest where such associations can contribute to the improvement of municipal administration at the national level.

CORPORATE STATUS

FCM was incorporated in 1967 under the Canada Corporations Act as a non-profit corporation and was registered as a charitable organization in the same year.

SECTION 1

POLICY STATEMENTS
CATEGORY A RESOLUTIONS

1. ECONOMIC DEVELOPMENT
2. ENVIRONMENTAL ISSUES
3. HERITAGE, ARTS AND CULTURE
4. HOUSING
5. INTERNATIONAL PROGRAMS
6. MUNICIPAL FINANCE
7. MUNICIPAL INFRASTRUCTURE
8. NATIONAL TRANSPORTATION
9. POSTAL SERVICES
10. RACE RELATIONS
11. SMALL URBAN AND RURAL COMMUNITIES
12. URBAN SAFETY AND CRIME PREVENTION
13. MISCELLANEOUS

SECTION 1

POLICY STATEMENTS
CATEGORY A RESOLUTIONS

MUNICIPAL PURCHASING AS AN ECONOMIC DEVELOPMENT TOOL

INTRODUCTION

Municipal purchases of goods and services are estimated to be worth about $10 billion annually. If such buying power is used consistently to encourage Canadian content and development of Canadian industries, it can create and protect thousands of jobs. New businesses attempting to establish themselves in regions of Canada need market opportunities to achieve scale and competitiveness; local governments can help provide these opportunities.

The public sector market which includes all orders of government, utilities, health and educational institutions, is an important component of the GNP. Total purchases for the public sector in 1984 were about $75 billion. In 1989 they will approach $100 billion. The portion of this amount represented by municipal purchases exceeds 10% which makes municipalities important players in the public sector procurement market.

The key areas in which FCM can help develop municipal purchasing as an economic development tool are as follows:

(a) by increasing the awareness of municipalities of the economic impact of their purchasing, particularly when taken in aggregate;

(b) by encouraging municipal cooperation in purchasing arrangements including the sharing of information, standardization and pooling of requirements and development of Canadian sources;

(c) by convincing suppliers that municipalities are serious in their efforts, that Canadian performance is a factor in winning municipal business, and that municipalities are consistent in seeking suppliers which contribute to the Canadian economy.

PUBLIC SECTOR PROCUREMENT INITIATIVES

The FCM launched its Municipal Import Replacement Program (MIRP) at the beginning of 1988 with the aim of increasing the level of Canadian content in goods and services purchased by municipalities. As part of its program, the FCM has kept a watching brief on national level activities and has established contacts with federal, provincial and territorial procurement authorities.

In recent years, significant efforts have been undertaken by federal, provincial, and territorial governments to improve cooperation in public sector purchasing. The priority given to these efforts takes into account the size of the public sector market and the recognized need for all orders of government to support regional development goals. A meeting of premiers addressed this subject in Vancouver in 1986 and ministers responsible for procurement met in Kananaskis, Alberta in 1987 to consider how to adapt procurement practices to support economic goals. The meeting in Kananaskis produced a series of new initiatives related to developing Canadian sources; improving access by Canadian suppliers to government purchasing opportunities; and improving the availability and usefulness of public sector procurement data.

One of the most evident impediments to Canadian suppliers is the existence of inter-provincial trade barriers. Such barriers are particularly damaging to firms seeking government procurement opportunities in other provinces. As part of the work program resulting from Kananaskis, agreement has now been reached , subject to ratification by premiers, for the introduction of national open tendering in government goods purchases by April 1, 1992. The agreement will cover provincial government purchases above $25,000 and will be phased in gradually with exceptions being allowed for regional development during the first three years.

The four Western provinces are proceeding immediately to dismantle inter-provincial barriers and have already rescinded barriers affecting Western firms. They are establishing information sharing arrangements under which all bid opportunities for provincial contracts valued over $2,500 will be reported daily into a Western Procurement Information Network. These provinces are already using compatible purchasing information systems which will facilitate the new arrangements.

Another initiative resulting from Kananaskis is the development of protocols for a Public Sector Procurement Data Network. This includes the adoption of national data standards, a common registration form, data sharing agreements, and eventual emergence of an information base comprising historic data, in-process data, forecast data, and supplier information. The end result will not be a single system but a network of purchasing information using common data standards and coding. At some future date, municipalities will have the opportunity of participating in these arrangements.

THE FCM POSITION

Municipal purchases taken individually are of limited economic effect but, taken in aggregate, they become significant. Common systems which facilitate the exchange and aggregation of data are of interest to the FCM because they will enable municipalities to upgrade their own systems cost effectively and have better knowledge of competitive sources of supply which are Canadian. Indications are that public sector purchasing is moving in the direction of an electronic marketplace where public sector buys will become more visible to the public and where prices, suppliers and levels of contribution to the national and regional economy will become more evident. Municipalities can take advantage of these developments.

Municipalities are responsible to ratepayers for the wise use of resources, including budgets for the goods and services which they procure. Because of this, municipalities will exercise autonomy in their purchasing decisions. Improved data management technology will allow for more effective sharing of useful information; shared information has value but decisions will still be made by the municipalities themselves.

The FCM should continue to assist municipalities by keeping them informed of the opportunities and advantages of buying from Canadian sources of supply; by keeping them informed of any obligations under free trade agreements; by providing guidelines for recognizing superior Canadian performance; by maintaining working relationships with federal, provincial and territorial governments; and by initiatives to encourage cooperation between municipalities in procurement matters.

The FCM should make Canadian businesses aware of opportunities in the municipal marketplace; provide information and guidance to new businesses attempting to establish themselves as municipal suppliers; and work on reducing existing barriers such as lack of marketing information. The FCM should encourage multi-national firms supplying the municipal market to increase their presence in Canada by carrying out product design and manufacturing for international markets and by developing their own network of suppliers in Canada.

The FCM should keep municipalities informed of any changes in international obligations affecting municipal procurement. Existing agreements do not apply to municipal purchases and municipalities are free to continue or even strengthen their existing Canadian preference measures. The use of national preferences in government procurement is referred to in trade agreements as a non-tariff barrier. Canada is a signatory to an Agreement on Government Procurement under the General Agreement on Tariffs and Trade. Under the agreement the parties agree to afford no less favourable treatment to the products and suppliers of other parties than to their own domestic products and suppliers. The coverage of the agreement was negotiated and in Canada's case applies to purchases above a given amount by certain federal departments only. It does not apply to provincial or municipal governments. The Canada - U.S. Agreement has a section on government procurement which is an extension of the multi-lateral agreement under the GATT. It applies to the same federal departments but at a lower dollar threshold for covered purchases. It does not apply to provincial or municipal purchases.

Municipalities have a common goal as purchasers in seeking competition that is open and fair and provides best value for the ratepayers dollar. Purchase decisions may take into account the potential contribution of the purchase to economic and regional development but this should be done by establishing bid evaluation criteria which are visible to bidders before they prepare their bids.

RECOMMENDATIONS

The FCM will:

1. urge municipalities to commit themselves to promoting the Canadian content in their purchases;
2. emphasize to municipalities that because

existing trade agreements apply only to certain federal government departments, they in no way impair the rights of municipalities to introduce or maintain Canadian preference measures;

3. work with federal, provincial and territorial government representatives towards the development of a Public Sector Purchasing Information Network which can be accessible to municipalities;

4. urge the federal, provincial and territorial governments to accelerate work on removal of barriers to regional firms seeking business from municipalities located outside their own province or territory;

5. encourage and support co-operative arrangements between municipalities for standardization, sharing of source lists, and pooling of purchase requirements;

6. encourage large multi-national firms seeking municipal business to increase their investments in Canada and their level of sub-contracting to Canadian small business;

7. assist Canadian firms with import replacement potential in seeking necessary development assistance from various programs and orders of government.

Adopted at the 1990 Annual Conference

POLICY STATEMENT ON

MUNICIPAL SUPPORT TO SMALL BUSINESS

INTRODUCTION

Municipal leaders face a growing range of problems, social as well as economic in nature. Some regions are more severely affected than others. Jobs are being lost, unemployment benefits are running out, welfare rolls are increasing and public confidence is low. Two important lessons from the 1982 recession were the value of local entrepreneurship and the extent to which small businesses dominated the job creation scene. While medium and large firms were shedding workers, very small firms continued to provide much needed jobs across Canada. Looking ahead in the 1990s, municipalities will have to play a leading role in restoring and sustaining economic health in their region or face dire consequences. Once again, the means for creating most new job opportunities will be through small businesses built on local entrepreneurship.

NATURE OF SMALL BUSINESS

There are many definitions of small business. A common yardstick is an independently owned business with less than 50 employees. Another definition is fewer than 50 persons employed in services and fewer than 100 in manufacturing. Volume of sales is a possible criterion with a common cut-off point being $5 million in annual sales.

The most common definitions create a misleading image of what small businesses really are, because they rely on maximum size rather than average size. Statistics Canada reports that among 880,000 firms with paid employees, more than three-quarters of the firms have less than five employees. The range of one to five employees therefore covers most firms but it is not a satisfactory definition. Firms above this size are obviously still small, are more potent in economic terms, but are simply less numerous.

Small businesses are built by local entrepreneurship of which there are two most evident types, each having a different employment growth rate. The first type covers traditional entrepreneurs motivated by concern for independence and making a living for themselves. The second type tends to be driven by technological change and is frequently caught up by strong market forces.

The second type has a higher growth rate and typically doubles its sales every year. This type of entrepreneur is highly innovative, uses resources most efficiently, and creates high value added products.

Generally, the traditional entrepreneur has been more successful in new job creation only because innovative entrepreneurs are in relative short supply. Innovative entrepreneurs can have a major impact on the economy by creating new products and processes for export to world markets, and higher productivity with a ripple effect on other economic sectors.

IMPACT OF SMALL BUSINESS

During the nine year period ending in 1987, nearly five million new jobs were created by newly established firms while nearly three million were lost due to closures and company lay-offs. More than half of the net gain of two million jobs came from firms with less than five employees. Most of the difference came from firms with less than fifty employees. Large firms with a workforce of over 500 recorded a net loss of jobs.

More recently, there are signs the balance between small and large businesses as employment generators is changing but prospects for small business as the major generator of new jobs in the nineties remain good. This is because of their varied nature and dynamism. It is clear that small businesses will have to emphasize growth and competitiveness to survive and prosper. It is also apparent that municipalities must pay close attention to ways of maximizing the economic impact of small business in the community.

CHALLENGE FACED BY MUNICIPALITIES

Municipalities see a loss of confidence among the residents and the business sector in local economic prospects. Residents want more jobs and the most promising sources of new jobs

are local small business operators and new entrepreneurs. The cornerstone of a strategy to encourage and sustain small business is a thorough understanding of small business needs and obstacles.

Municipal revenues cannot keep up with expenditure needs. Demands for services, shifting areas of responsibility, and strong public resistance to tax increases are putting almost impossible strains on municipal financial arrangements. Local governments are caught up in a constant round of cost cutting, tax justification, and compromise. It is not surprising that they are unable to provide incubators, small business programs and other forms of assistance which small business owners crave.

Despite financial and other constraints, municipalities have to understand small business motivation if they wish to develop their local economy. If local small business needs are not understood, existing measures can be counter-productive to economic development goals.

The challenge municipalities face is having to balance demands for action on the economic development front against a growing shortage of municipal resources and revenue raising alternatives. Whatever action is taken must be based on the best information available. This should include consultation with local businesses and prospective investors. Small business concerns vary from region to region but recent surveys show remarkable consistency regarding the nature and priority of these concerns. These concerns have to be the starting point for municipalities that are serious about attracting and retaining a viable small business sector in their local economy.

SMALL BUSINESS CONCERNS

According to a survey conducted by the Canadian Federation of Independent Business (Opinion Survey #26, January to June 1990) the most significant concerns of independent businesses are as follows:

(a) Total Tax Burden

(b) Government Regulation and Paperwork

(c) Shortage of Qualified Labour

(d) Workers' Compensation Boards

(e) Cost of Municipal Government

(f) Availability of Financing

(g) Provincial Labour Laws.

RECOMMENDATIONS

FCM will:

1. Urge municipalities to continue their efforts to create a positive environment for small businesses, especially those which emphasize innovative entrepreneurship, recognizing their value as a prime source of job creation and a vital part of their local economy.

2. Urge municipalities to consult with local small businesses and prospective investors regarding their needs and concerns to determine what the municipality can do to assist.

3. Urge municipalities to take small business concerns into account with regard to tax measures, economic development measures, paperwork burden, regulatory measures and assistance to small business.

4. Provide input to federal government policies and programs regarding ways in which local small business needs and concerns can be addressed.

5. Work with provincial municipal associations to address small business needs and concerns which fall under provincial jurisdiction.

6. Work closely with federal departments to ascertain the details and timing of labour adjustment and other economic support measures so that maximum impetus can be given by municipal leaders to the stimulation of small business activity.

7. Provide municipalities with information and advice, such as Municipal Economic Development Handbook No. 6, How to Assist Small Business, on ways in which they can assist small business.

8. Encourage municipal participation in all aspects of local and district economic

development activity supportive of small business.

9. Research and report on benefits and regulatory needs associated with home-based businesses.

March 1991
Standing Committee on Economic Development

POLICY STATEMENT ON

USE OF MUNICIPAL PURCHASING TO REDUCE WASTE

THE DISPOSAL CRISIS

Municipalities live with the environmental effects of economic growth. Each year in Canada, nearly 30 million tonnes of waste are generated from domestic, industrial and commercial sources. Most of the waste goes into landfill sites, many of which are reaching capacity. A disposal crisis threatens many areas of the country, but studies show that half of the materials used as landfill can be removed from the waste stream. From a purchasing point of view, this can be done by applying waste management principles such as reduction, re-use and recycling. Municipalities are taking the lead in effective waste management, applying these principles. One of the most practical tools available to them is municipal purchasing policy.

POLICY INITIATIVES

Municipalities across the country have begun using purchasing policies to cut down on the amount of material going into the waste stream. A 1989 symposium on waste management was attended by senior purchasing staff from Calgary, Edmonton, Fredericton, Halifax, Hamilton, Montreal, Ottawa, Regina, Toronto, Vancouver, and Victoria. Thirty-five municipalities have adopted statements of principle and regional groups are working on a host of initiatives to reduce waste and re-use or recycle materials.

POLICY FACTORS

Municipal procurement is a major market in Canada. It is estimated that the value of goods and services being purchased by municipalities is in excess of $10 billion annually. It follows that purchasing policies applied by municipalities can influence environmental behaviour of suppliers and can be used to accelerate application of waste management principles. One objective of these purchasing policies can be to provide markets for recycled and re-usable materials.

Many municipalities have already introduced programs which separate recyclable material at the curbside at the time of garbage collection. Such programs provide a source of supply for recyclable material but recovered material can itself create a disposal problem if there is no demand for it.

When local governments adopt policies requiring minimum levels of recycled or recyclable content in their purchases, and when they order re-usable products, they create demand which suppliers can address. Suppliers are on notice that they must meet environmental needs to maintain their level of municipal business activity. They can also see a future market for environmentally sound products.

Specifications should specify minimum levels of recycled content where known and should conform to national guidelines developed under Canada's Environmental Choice Program for different categories of products. The Environmental Choice Program, a joint government-industry organization, grants the right to use the EcoLogo symbol which consists of three doves in the form of a maple leaf. Products bearing this symbol meet stringent standards of safety, recycled content, and waste treatment and are subject to inspections by the Canadian Standards Association. Adoption of Environmental Choice standards in approved purchasing specifications will signal to producers and suppliers that there is a continuing market for these products. Purchasing specifications can also be used to reduce accumulation of waste, for example, by introducing specifications which eliminate unnecessary packaging.

Some purchasing specifications have the effect of barring environmentally preferred products by requiring unnecessarily restrictive standards. As a first step, existing purchasing specifications should be reviewed to ensure they do not create barriers by over-specifying or imposing unneccessary restrictions which cannot and need not be met by environmentally-friendly products.

As supply of recycled and re-usable goods increases, prices become more competitive. During the transition, municipalities are avoiding any commitment to pay premiums for recycled content. They point out that markets are already adapting to demand, environmental

conscience pays off for suppliers, and premiums are unnecessary and counter-productive. Municipalities are insisting that recycled goods must be fully capable of performing their intended function and must be sold at prices which are competitive. It is acknowledged that cost analysis is required to confirm that prices are indeed competitive, taking into account performance and quality of the product.

Concern for the environment should not replace concern for the economy. Economic development continues to be the goal of all regions in Canada. It creates jobs and wealth and establishes the standard of living Canadians can afford. However, sustainable development looks beyond growth of the economy to include social and human needs and ensure protection of the environment and the renewable resource base. It balances economic needs with environmental needs.

POLICY RECOMMENDATIONS

FCM will:

1. Recognize that sustainable economic development is essential and involves integration of the economy and the environment.

2. Adopt the following Statement of Principle and urge municipalities to do likewise:

   In order to contribute to waste reduction and to increase the development and awareness of environmentally sound purchasing, acquisitions of goods and services will ensure that, wherever possible, specifications are amended to provide for expanded use of durable products, reusable products and products (including those used in services) that contain the maximum level of post-consumer waste and/or recyclable content, without significantly affecting the intended use of the products or service. It is recognized that cost analysis is required in order to ensure that the products are made available at competitive prices.

3. Urge Environment Canada to continue its support of the Environmental Choice Program and promotion of the EcoLogo symbol to provide municipalities and other purchasers with reliable environmental standards on which to base their purchasing.

4. Encourage and assist municipalities to the extent possible in collective purchasing arrangements covering environmentally sound products.

5. Monitor the activities of environmental purchasing committees looking at municipal purchases and provide municipalities with information on environmentally sound purchasing, including lists of Canadian suppliers providing designated goods and services.

6. Advise municipalities that pricing of environmentally sound products will be determined by market conditions and factors of supply and demand, and should not be artificially set through price preference or premiums.

7. Encourage municipal purchasing agents to continue to bring environmental concerns to the attention of FCM.

March 1991
Standing Committee on Economic Development

ED91.1.01 - CANADA DISABILITY PENSION

WHEREAS the Canada Disability Pension provides income security to citizens with disabilities in Canada;

WHEREAS the threat of loss of income security in the form of the Canada Disability Pension creates disincentives to gainful employment for citizens with disabilities;

BE IT RESOLVED that the Federation of Canadian Municipalities petition the Government of Canada to review and update its policies regarding administration of the Canada Disability Pension to remove the threat of loss of income security to recipients of the Canada Disability Pension who desire to attempt gainful employment and self-sufficiency.

Submitted by: Union of British Columbia Municipalities

RECOMMENDATION: Category A; Standing Committee on Economic Development: Concurrence.

N.B.: To make the resolution more national in scope, references to UBCM have been deleted and replaced with the Federation of Canadian Municipalities.

DECISION:

ED91.1.03 - **ECONOMIC DEVELOPMENT AND CURRENT RECESSION**

WHEREAS there have been numerous plant closures and layoffs in Canada;

WHEREAS the current recession is creating great hardships for the people of the City of Cambridge, and for residents in other municipalities;

BE IT RESOLVED that the Federation of Canadian Municipalities urge the federal government to initiate action in the form of a non-partisan task force to address economic development and the current recession.

Submitted by: City of Cambridge, Ontario

RECOMMENDATION: Category A; Standing Committee on Economic Development: Concurrence.

N.B.: To make the resolution more national in scope, references to UBCM have been deleted and replaced with the Federation of Canadian Municipalities.

DECISION:

ED91.2.03 - FREE TRADE EFFECTS ON CANADIAN MANUFACTURING PLANTS

WHEREAS numerous Canadian Municipalities have recently experienced manufacturing plant shutdowns and the hardships that result there from;

WHEREAS there is uncertainty at all levels as to what the reasons for this trend may be;

WHEREAS "Free Trade" is often cited as a likely contributing cause for these shutdowns;

WHEREAS if "Free Trade" is indeed affecting adversely the viability of the Canadian Manufacturing sector and along with it the working lives of many Canadians;

WHEREAS any adverse effects would likely be exacerbated by Canada's participation in trilateral "free trade" negotiations with the United States and Mexico;

WHEREAS decisions that will profoundly affect the future of Canada and its people should be made using accurate information and non-partisan interpretation thereof;

BE IT RESOLVED that the Federation of Canadian Municipalities initiate a study designed to determine the cause and effect relationship between the Free Trade Agreement and Manufacturing Plant closures that have occurred;

BE IT FURTHER RESOLVED that the Federation of Canadian Municipalities, through its president, request the Federal Government not to enter into any further agreements on Free Trade pending the results of this study.

Submitted by: City of Stratford, Ontario

RECOMMENDATION: Category A; Standing Committee on Economic Development: Non-concurrence

DECISION:

SECTION 1

POLICY STATEMENTS
CATEGORY A RESOLUTIONS

ENVIRONMENTAL ISSUES

STATEMENT OF PRINCIPLES

Canadians can no longer afford to ignore the consequences of a deteriorating environment. Within their scheme of responsibility, municipalities must adopt measures to ensure a better environment through policies and programs based upon sound guiding principles. These eight principles must inspire us in the development of environmental policies.

STEWARDSHIP

We must preserve the biosphere's capacity to evolve by managing human activities for the benefit of present and future generations.

Generations of Canadians have worked hard to provide for their families' immediate financial and material needs, while too often ignoring the health and environmental needs which must be satisfied to ensure the very existence of our planet. Only recently have Canadians realized that some of their actions and those of their fathers and forefathers have contributed to the destruction of the planet. Canadians must not only begin to prevent further destruction but must remedy the harmful actions or inactions of the past. All Canadians must participate responsibly to heal the planet.

As recommended in the Bruntland Commission's Report, we must be committed to sustainable development, that is, we must pursue a course which meets the needs of the present without compromising the ability of future generations to meet their own needs.

SHARED RESPONSIBILITY

All sectors and all individuals are corporately and personally responsible for the environmental effects of their decisions and actions.

At the World Congress of Local Governments for a Sustainable Future in September 1990, delegates from more than 400 local governments representing 41 nations gathered to claim their place as legitimate, representative governments which must deal daily with the realities of a deteriorating natural environment. Municipalities increasingly recognize their role and responsibility towards the environment. Other orders of government, the private sector and individuals must do the same.

CONSULTATION AND COOPERATION

Environmental problems can be successfully managed only by working in a spirit of consultation and cooperation.

According to the National Round Table on the Environment and the Economy, sustainable development is achieved through a process whereby rather than opposing one another in the public arena, the various parties seek to lay foundations through discussion and attempt to understand the positions of the other parties. This approach has fostered partnerships which have permitted stakeholders to meet on an equal footing to address common environmental concerns. Only through continued consultations and cooperation among all orders of government, industry, citizen groups and others will we be able to protect the environment while providing for an appropriate level of economic well-being.

PREVENTION

The most responsible and effective means of dealing with environmental problems is to anticipate and prevent them.

Planning is the key to success. It is incumbent upon all orders of government and all sectors of the economy to ensure that careful environmental planning is an integral part of any project or program. We must adopt a strategic and comprehensive approach.

In order to conserve energy and natural resources, all municipal waste management plans should encourage compliance with the hierarchy of the four R's: reduce, re-use, recycle and recover. This hierarchy should be an integral part of any planning.

Only action now will forestall environmental disasters. For example, the House of Commons' Standing Committee on Environment's report on CFC's, states that if all the chlorofluorocarbons (CFC's) now in refrigeration systems were released, the ozone

layer would probably be destroyed.

INTEGRATION

Economic and environmental considerations must be integrated in decision making.

We must ensure that decisions are made only after careful consideration has been given to all factors including the environmental effects and the economic costs. We must understand that it is far more expensive, (and sometimes impossible), to remedy an environmental problem than to prevent it through anticipation and planning. Environmental assessments must be built into the planning process. This is the only way to maintain sustainable development. According to the Bruntland Commission, sustainable development is the process by which the environment is fully incorporated in economic decision making.

THINKING GLOBALLY, ACTING LOCALLY

Recognition of cumulative global effects must be given in local decision making.

During the World Congress of Local Governments, it was recognized that, as facilitators of community life, local governments can mobilize participation and cooperation for environmental protection. National and international goals have a better chance of being met if communities are active in environmental protection, and if all orders of government and all sectors are working towards the same objectives.

GOVERNMENT LEADERSHIP

All orders of government must show leadership by setting the example with environmentally benign operations, and informing the public on environmental issues.

Governmental advocacy and regulations on behalf of the environment will be credible only if governments ensure that their own operations are subject to comprehensive environmental assessments. Governments must also ensure that their practices, at the very least, meet national standards and regulations (where these exist).

USER/POLLUTER PAY

To instill environmental consciousness and economic feasibility of public environmental systems, users of publicly provided environmental systems should pay for such systems on a true cost basis.

Manufacturers of products should pay for any publicly provided environmental service that is necessary to deal with the environmental consequences of using their product. This will ensure that the true and full environmental cost of their product will be represented in its price. The true costs for such services should be fully disclosed and reflected in the price paid by all users of these services.

QUALITY OF LIFE

Long-term quality of life considerations must take precedence over the short-term quantity of material goods.

We can no longer accept the school of thought which considers only short term gains without consideration of long term effects.

Our responsibility for the state of the environment for future generations does not mean that we must halt economic growth. Rather it suggests that we must always consider environmental factors in all economic decisions. Comprehensive "future value" and "future cost" considerations must become an intrinsic feature of our economic culture.

WASTE MANAGEMENT

Canadians are on average the most wasteful people in the world. According to a survey performed for Environment Canada, Canadians produce an average of 1.7 kilograms of garbage per person per day, or 16 million tons per year.

The 1.7 kilograms per person includes only residential, commercial and light industrial solid waste, and is generally labelled as municipal solid waste since municipalities provide collection and disposal facilities to handle this. Information on capacity remaining at existing landfill sites indicates that, on it is rapidly becoming exhausted all across the country. Unless new sites come on line, 71% of the landfill capacity will have been exhausted by about 1995. With the exception of one emission controlled incinerator in each of the Atlantic and Pacific regions, the only regions with

incinerator emission control of any type were Québec and Ontario.

Municipalities across the country are involved in waste management planning processes. Municipal waste management planning options under consideration, other than landfill and incineration, place the most emphasis on recycling, including both household and commercial/industrial solid wastes.

Municipalities engaged in recycling programs have found that even successful and aggressive programs can only divert a relatively small proportion of the total waste stream, perhaps 12%. The current markets for recyclable materials are characterized by the larger purchasers being generally few, and they are operating in a cyclical market. This leaves municipalities in the unenviable position of being relatively small players in the market, holding (what is for them at least) a large supply of materials for which there are few purchasers.

THE HIERARCHY OF WASTE MANAGEMENT SOLUTIONS

Waste disposal is now widely recognized as the least preferred alternative for dealing with the environmental issue of solid waste. The environmental principle of prevention is at the heart of the widely accepted hierarchy of waste management solutions of reduction, reuse, recycling and recovery.

The Canadian Council of Ministers of the Environment have agreed to a goal of waste reduction of 25% by 1992 and 50% by the year 2000. In 1988, FCM called for a commitment to federal action to reduce the amount of packaging by at least 50% by the year 2000. FCM endorsed and participated in developing a national packaging protocol aimed at meeting these targets.

RECOMMENDATIONS:

1) that all governments adopt a hierarchy of waste management practices of reduction, reuse, recycling and recovery, in that order, and prioritize the promotion and funding of their waste management programs accordingly; and

2) that all governments set waste diversion targets of 25% by the year 1992 and 50% by 2000 that will be met via the hierarchy of reduction, reuse, recycling and recovery using 1988 as the base year for achieving these diversion targets.

SETTING THE EXAMPLE: WASTE AUDITS AND PROCUREMENT POLICIES

As the principle of government leadership clearly indicates, no government should expect private enterprise or the public generally to give serious regard to waste management regulations or programs, unless that government is also seen to actively undertake reduction, reuse, recycling and recovery activities within its own operations.

A waste audit can be performed on its own or as part of a general environmental audit. A waste audit is an analysis of a government or business operations process aimed at minimizing or eliminating waste. For government operations, activities reviewed may include use of paper products, food services, building operation and maintenance, transportation and ground maintenance.

There is also potential to use government purchasing of goods and services to both influence reduction, reuse, recycling and recovery activities via the marketplace, and again to set the example. A procurement policy can take the form of a formal directive that outlines the types of products and prices at which they may be purchased, or the policy may be as simple as using the purchasing opportunity to inquire of suppliers whether or not they have conducted a waste audit of their operations.

RECOMMENDATIONS:

1) that all orders of government undertake waste audits of their own operations;

2) that once a municipality has completed its own waste audit, it makes inquiries of provincial and federal government offices and other operations within its jurisdiction as to whether they have conducted a waste audit. If they have not conducted waste audits, the municipality should request that they do so and offer assistance if possible; and

3) that all orders of government establish procurement policies that will favour purchasing products and services that reflect waste reduction, reuse, recycling and recovery activities.

REDUCTION AND REUSE

Waste reduction can be thought of as both the general concept of diversion from landfill, and the more specific methodologies involved in reducing waste at the stages of production where it is created. This section refers to reduction at the production stage. Municipalities in Canada have little or no authority to require the private sector to undertake waste reduction activities. Yet reduction and reuse activities are at the top of the waste management hierarchy. Clearly effective waste reduction and reuse activities require recognition of the principle that waste management is a responsibility that must be shared among all orders of government and all sectors of the economy.

RECOMMENDATIONS:

1) that municipalities undertake waste reduction programs, providing information and advice to alter waste generating behaviour or reduce the amount of waste requiring treatment or disposal;

2) that the provincial and federal governments undertake information and funding programs to encourage the reduction of waste;

3) that provincial governments establish regulations requiring industries to reduce the wastes created by their products or provide reuse mechanisms for their products; and

4) that the federal government follow through on its national packaging protocol to reduce packaging waste by 50% by the year 2000.

RECYCLING

Under recycling programs materials that would otherwise end up in landfill are removed from the disposal stream, re-processed and used in the manufacture of new items. There is generally no requirement that industries either take responsibility for the long term costs of recycling their products, or that they provide markets for municipally collected recyclables. The user/polluter pay principle indicates the need for the cost of recycling programs to be reflected in the costs of the products that are recycled, otherwise the environmental consequences of the product can be ignored by the producer.

RECOMMENDATIONS:

1) that wherever possible recycling programs be funded on a user/polluter pay basis by the industries whose products are collected via the recycling program;

2) that recycling performance standards be developed and applied to products not amenable to reduction and reuse; and

3) that provincial governments establish secondary material content regulations to ensure that adequate markets exist for recyclable materials.

RECOVERY: COMPOSTING AND ENERGY FROM WASTE

Municipal composting activities are mostly limited to centralized programs dealing only with leaves. The major obstacle to expanded composting is the development of cost effective technology for wet/dry garbage collection that can provide uncontaminated compost. The FCM Survey on Solid Waste Management indicates that open burning of garbage is relatively common in the Pacific Region, the Atlantic Region and the Prairies. Municipalities do not generally have research and development capabilities for the new technologies associated with composting and energy from waste.

RECOMMENDATIONS:

1) that municipal solid waste used as an alternate energy source be considered as an optional part of a total waste management strategy by all orders of government, according to the hierarchy;

2) that the federal and provincial governments fund research and development of new composting and energy from waste technologies;

3) that provincial governments establish emission control standards for the burning of waste in both public and private facilities, and provide financial assistance to municipalities to encourage emission controlled incineration as an alternative to open burning; and

4) that provincial governments provide funding to municipalities for the establishment of backyard and central

composting programs.

LABELLING

Labels that clearly indicate whether a product or container is returnable, recyclable or household hazardous waste would both aid municipal waste management programs and help make consumers aware of waste options.

RECOMMENDATIONS:

1) that the federal and provincial governments cooperate in establishing a program to design labels that will clearly indicate whether a product or package is, or is not, recyclable, returnable, compostible, or household hazardous waste.

WASTE DISPOSAL AND COLLECTION

Municipalities may be able to significantly affect the behaviour of businesses and consumers through programs within their own collection and disposal systems. Banning commercial dumping of recyclable materials (e.g. wood and corrugated cardboard) at landfill sites is already being undertaken in several municipalities.

RECOMMENDATIONS:

1) that municipalities ban the dumping in municipal landfill sites by commercial haulers of materials that are reusable or recyclable;

2) that municipalities establish tipping fees at their landfill sites that will provide revenue during the life of the landfill sites to cover the costs of closure, maintenance and replacement of the site; and

3) that municipalities establish waste collection user fees.

SEWER AND WATER

National figures for 1981 indicate that public sewage collection systems service 17.9 million Canadians. Figures on populations served by sewage treatment plants indicate that wastewater from 35% of these 17.9 million (or 6.3 million) Canadians is not being treated. Environment Canada estimates that water consumption increased by 54 per cent between 1972 and 1981, while the population of Canada increased by only about five per cent.

Most heavily populated municipalities have a central wastewater treatment facility, operated as a municipal function regulated by provincial guidelines. Controls on materials entering wastewater treatment plants have been developed to deal with explosives, corrosives and heavy metals. Recently persistent toxic organic compounds have become a major problem. Even those that are removed in wastewater treatment plants end up in the sludge, where they can transfer to the air, soil or water. Tertiary treatment, which can absorb many chemical contaminants, is fairly expensive and has yet to be used on a wide scale in Canada.

The FCM infrastructure review indicates that during this period of rapid growth in water and chemical use, many municipalities have sewers and wastewater treatment systems that are not only not keeping up with growth, but are deteriorating.

Drinking water supplies can be threatened by both inadequate discharge treatment and control, and deteriorating water treatment and delivery systems. Chemical contamination of water supplies from industrial discharges, urban runoff or leaking landfills is not addressed by chlorination, which is the usual water treatment process. Delivery of appropriately treated drinking water can itself be a problem where water lines are old and in poor condition. Old leaking water lines are subject to infiltration of contaminants from surrounding soils and groundwater. Corroded water mains become lined with sediments which lead to bacteria growth that is difficult to control, even with chlorination.

CONTROLLING INDUSTRIAL DISCHARGES AT THE SOURCE

An Ontario Ministry of the Environment survey in 1984 found that there were approximately 270 different chemical pollutants flowing through municipal plants into waterways, not including metals, PCBs or pesticides. None of the plants was capable of monitoring or treating hazardous organic toxins such as dioxins, PCBs and chlorinated benzenes.

Controlling discharges at the source prevents pollution by dealing with them before they enter the sewers or are directly released into waterways. Methods for control at the source

include manufacturing process changes, substitution of raw materials, recycling of waste by-products and treatment prior to discharge.

Few municipalities have sewer use by-laws that limit the concentrations of chemicals that industries are allowed to discharge into sewers. Due to limited municipal resources, these by-laws usually cannot deal with the full variety of toxic chemical industrial discharges.

RECOMMENDATIONS:

1) that municipalities establish sewer use by-laws controlling chemical discharges into sewers;

2) that provincial/territorial governments establish and enforce legislation controlling industrial discharges (both to sewers and directly to waterways) at the source, using the best available proven technology;

3) that the federal government negotiate common industrial discharge standards among the provinces to avoid provincial competition for industry location based on lower discharge standards; and

4) that, in keeping with the principle of user/polluter pay, costs of enforcing municipal sewer discharge controls be obtained from the industrial dischargers that the controls are targeted at.

HOUSEHOLD WASTEWATER

Household wastewaters can also contain toxic substances found in commonly used household products that are disposed of via the drain. These include paint, solvents, glues, pesticides, oil etc. Some municipalities in Canada have been conducting household hazardous waste days to collect these wastes. The experience of municipalities has been that these events are popular with the public, but that most of the material they receive is paint. These events are also very expensive to conduct.

RECOMMENDATIONS:

1) that provincial governments establish legislation requiring manufacturers and distributors of household hazardous products that end up in wastewater systems, to provide facilities for consumers to return excess quantities of those products;

2) that municipalities encourage household hazardous waste collection systems operated by either the private or public sectors, and that provincial governments require manufacturers and importers of products collected to fund those systems;

3) that the federal and provincial governments cooperate in establishing a labelling program by designing labels that will inform consumers that products are hazardous and should not be poured into municipal sewers; and

4) that all orders of government establish public information and education programs informing consumers of appropriate ways of handling household hazardous wastes.

WATER QUALITY

As noted above, the drinking water chlorination process does not address chemical contamination. In addition bottled water is not generally subject to regulation.

RECOMMENDATIONS:

1) that provincial governments establish enforceable water quality regulations; and

2) that all water quality regulations established be developed through consultation with municipalities, and be based on sound scientific rationale with resulting regulations that are meaningful, realistic and practical.

RUNOFF

Toxic substances in runoff include lead from vehicle exhaust, fallout from industrial and vehicle fumes, paint, solvents, oil, asbestos and road salt. In separated sewer systems runoff is usually released untreated directly to the waterway. In combined systems the runoff enters the sanitary system and is treated along with sewage, although the usual sewage treatment processes cannot effectively treat all of the contaminants contained in the runoff. Combined systems also experience problems during periods of heavy rainfall when capacity is exceeded and

the overflow is released without complete treatment.

RECOMMENDATIONS:

1) that since treatment of stormwater is currently technologically impractical, all orders of government should pursue efforts to control stormwater pollution at the source.

INFRASTRUCTURE FUNDING

Since 1983 FCM has been actively pursuing the issues of the deterioration of municipal infrastructure in Canada. FCM has a clear policy on infrastructure based on a cost-sharing approach with the three orders of government (see FCM's Policy Statement on Municipal Infrastructure). The absence of any clear commitment from the federal and provincial governments does not preclude municipal action on this point. This may mean allocating a greater proportion of the property tax to infrastructure, or the introduction of market pricing for water. Action is necessary to deal with the environmental consequences of infrastructure decay.

The principle of integration informs us of the need to consider the interaction of economic and environmental costs and effects. Decisions regarding water rates can directly effect water and sewage treatment problems. Municipal water rates present a possible source of funds to invest in sewer and water infrastructure. In addition, water conservation policies, whether through higher water rates or education programs, may have an impact on lessening the stress on wastewater treatment systems, since water pumped for residential, commercial or industrial use becomes wastewater that has to be treated at the sewage treatment plant.

RECOMMENDATIONS:

1) that municipalities be encouraged to establish water user fees and sewer surcharges which reflect the true cost of current service and provide revenues for upgrading water and wastewater infrastructures;

2) that municipalities use water meters instead of flat rates and that tenants in apartment buildings be informed of their contribution to water charges as paid in their rents.

3) that all orders of government undertake water conservation policies within their own operations;

4) that all orders of government undertake public awareness programs designed to improve water conservation behaviour; and

5) that FCM continue its Municipal Infrastructure Program Strategies as adopted at the 1990 Annual Conference.

AIR

Global warming is a result of human activities that release certain chemicals into the atmosphere. The major chemicals contributing to global warming are carbon dioxide, nitrogen oxide, methane and chlorofluorocarbons (CFCs). Simply put, the accumulation of these chemicals in the atmosphere increases the retention of heat on the planet. Present trends of increasing fossil fuel use may cause a temperature increases of 1.0 degree Celsius in the next few decades, and a 3.5 degree increase over the next century. The precise effects of global warming are unknown, but expert consensus seems to be that such temperature increases will cause catastrophic climate and ecosystem changes over the whole planet.

The expert prescriptions for exactly what needs to be done and in what timeframe to prevent disaster vary somewhat, but all recommendations call for a significant decrease in greenhouse gas emissions from today's levels. The current trend is that emissions are actually increasing. In 1988 at a conference in Toronto called The Changing Atmosphere: Implications for Global Security targets were established calling for the elimination of CFCs and halons by the year 2000, and a 20% reduction in carbon emission levels by the year 2005.

Canada has 0.4 per cent of the world's population and produces two per cent of all greenhouse gases. The principle of thinking globally and acting locally is as applicable to a country as it is to a municipality. The all-party House of Commons Committee on the Environment has recommended that Canada cut its emissions of carbon dioxide by at least 20% by the year 2005.

The other significant impact of air pollution relates directly to human health in the

short term. As noted by the Urban Transit Association,

> "Recent studies show that chronic exposure to urban levels of air pollution affects health and life expectancy, and increases the incidence of cancer, chronic respiratory diseases and upper respiratory infections."

EMISSION REDUCTION TARGETS

The Government of Canada has proposed the elimination of Canadian production and importation of CFC's and halons by 1997, and has also proposed to establish tougher emission standards for cars by 1994. The problem however does not appear to be adequately addressed by setting standards like these since there continues to be growth in total emissions due to growth in economic activity. There is a need for comprehensive approaches to air pollution problems. As noted above, the all-party House of Commons Committee on the Environment has recommended a cut in national carbon dioxide emissions of at least 20% by the year 2005.

RECOMMENDATION:

1) that all provincial and municipal governments establish a policy target within their jurisdictions of a 20% reduction of carbon dioxide emissions by the year 2005.

TRANSPORTATION RELATED POLICIES

Transportation vehicles are the most significant sources of carbon monoxide, lead and hydrocarbon emissions into the air. Numerous studies demonstrate clear and substantive reductions in emissions when public transit is substituted for private automobiles in urban and inter-city travel. Yet current government policies in Canada generally favour private cars over public transit. This is evident in the VIA Rail cutbacks and automobile dependent planning for suburban sprawl. There is an obvious need to integrate economic and environmental considerations in transportation policies.

RECOMMENDATIONS:

"These recommendations do not include the numerous recommendations regarding the federal government's role in promoting rail transportation as listed in FCM's "Municipalities and the National Transportation Network" as adopted at the 1990 FCM Annual Conference, and the FCM Brief to the Royal Commission on National Passenger Transportation as presented on November 15, 1990"

1) that municipalities adopt policies that favour public transit over private automobiles wherever practicable;

2) that all orders of government promote the use of public transit via appropriate tax measures;

3) that the federal government provide funding assistance for the construction of rapid transit services;

4) that provincial governments adopt pro-transit transportation policies (i.e. less reliance on automobiles; high occupancy vehicle lanes for use by busses, car pools and vanpools on provincial highways etc.);

5) that federal policies proposing changes in passenger rail service be subject to environmental assessment considerations.

ENERGY EFFICIENTY AND CONSERVATION

The World Commission on Environment and Development notes that improving energy efficiency is the quickest, most cost effective way of reducing carbon emissions and other gasses that are altering the atmosphere. Eighty per cent of Canada's energy comes from the burning of fossil fuels. The federal government has budgeted 5.1 billion dollars over the next four years for loans and grants to extract fossil fuel resources. For the same period 160 million dollars have been budgeted to develop alternative energy sources.

RECOMMENDATIONS:

1) that all orders of government undertake energy conservation programs in their operations;

2) that all provincial governments revise their building codes to require energy efficient performance standards for more energy efficient buildings;

3) that the federal and provincial governments aggressively develop alternative environmentally benign energy

sources through greater investment in research and development; and

4) that all orders of government undertake information and education campaigns to encourage the public to conserve energy.

CFCs AND HALONS

The federal government has proposed the elimination of CFCs by 1997. The use and disposal of existing CFCs and halons are still matters of concern that can potentially be addressed by all orders of government.

RECOMMENDATIONS:

1) that the federal and provincial governments establish programs and regulations to ensure the control of CFC and halon emissions during servicing of commercial refrigerators and air conditioners, and that reclamation and recycling of drainable CFCs and halons prior to disposal be made mandatory; and

2) that all orders of government discontinue the use of products which require the use of CFCs in manufacturing or operation.

STATIONARY POLLUTION SOURCES

Industrial smokestacks and power generating stations are also significant emitters of a wide variety of air pollutants. As with industrial water pollution, these types of air pollution must be controlled at the source.

RECOMMENDATION:

1) that the federal and provincial governments cooperate in developing nationally consistent air pollution control regulations that require all significant air pollution sources to install appropriate control equipment and meet specific emission limits;

2) that the level of pollution controls be matched to the hazardousness of the contaminant.

March 1991
Standing Committee on Environmental Issues

ENV91.2.01 - RECYCLING OF TELEPHONE BOOKS

WHEREAS municipalities across Canada are incurring increased costs for environmental programs including in particular the costs of recycling programs;

WHEREAS the "after markets" for many items which are recyclable through Curbside Collections and Recycling programs have not materialized or are highly unstable, resulting in municipalities assuming the burden of these increased costs of operating Curbside Collections and Recycling programs;

WHEREAS all telephone companies are encouraging municipalities to collect their telephone directories for recycling;

WHEREAS telephone companies who profit from the delivery of a service or product must take responsibility for the full costs associated with these services and products under the environmental concept of "cradle to grave".

BE IT RESOLVED that the Federation of Canadian Municipalities request the federal government to encourage all telephone companies in Canada assume the full costs of collecting, handling and recycling of their used telephone directories.

Submitted by: City of Nepean, Ontario

RECOMMENDATION: Category A; Standing Committee on Environmental Issues: Concurrence.

N.B.: The resolution has been adjusted to delete references to "Bell Canada" and replace it with "all telephone companies" to make it national in scope. References to the Ontario Recycling Association (OMMRI) have been deleted. References to the Ontario Blue Box programs have been replaced with "Curbside Collection and Recycling programs".

DECISION:

ENV91.2.02 - NON-RECYCLABLE PAPER

WHEREAS municipalities throughout Canada have implemented recycling projects;

WHEREAS fine paper can be recycled, but glossy paper cannot;

BE IT RESOLVED that the Federation of Canadian Municipalities urge the Government of Canada and particularly the Department of Finance to cease printing reports such as The Fiscal Monitor on shiny, non-recyclable paper.

Submitted by: Town of Markham, Ontario

RECOMMENDATION: Category A; Standing Committee on Environmental Issues: Concurrence

DECISION:

ENV91.2.11 - RECYCLING LOGOS

WHEREAS solid waste management is a significant part of municipal government operations;

WHEREAS "recycling" is a progressive and responsible component of solid waste management;

WHEREAS the general public and businesses are seeking opportunities to participate in "recycling" with the goal of reducing waste material disposal;

WHEREAS statements of "recyclability" and the recycling logo are at times improperly used either through ignorance or for commercial gain;

BE IT RESOLVED that:

1. the Federation of Canadian Municipalities develop an information program to educate the public about the truthfulness of marketing which promotes recyclability of goods and packaging;

2. the Federation of Canadian Municipalities work with other orders of governments to develop criteria and standards for the use of recycling logos and statements of recyclability in the marketing of products;

3. the Federation of Canadian Municipalities encourage all governments to establish laws and enforcement mechanisms to ensure that the aforementioned criteria and standards are adhered to.

Submitted by: City of Regina, Saskatchewan

RECOMMENDATION: Category A; Standing Committee on Environmental Issues: Concurrence.

N.B.: The words "senior levels" in the original text of the resolution have been replaced by "other orders".

DECISION:

ENV91.2.22 - RECYCLING

WHEREAS the reuse of recyclable materials such as glass, paper, plastic, and metal in the production of new products, is of great importance in the conservation of Canada's resources;

WHEREAS existing municipal recycling programs are currently dependent upon insecure international markets that fluctuate dramatically due to circumstances beyond the municipalities' control;

WHEREAS the effectiveness of such a program is immeasurably enhanced through appropriate government legislation at the national level compelling manufacturers to use a minimum percentage of recyclable material in the production of new products;

WHEREAS such legislation will enable Canadian consumers, at least to some extent, to be reimbursed for the value of such recyclable materials;

BE IT RESOLVED that the Federation of Canadian Municipalities urge the Government of Canada to initiate legislation to promote recyclable materials through preferential purchasing policies and government legislation, making the reuse of a minimum percentage of recyclable materials such as glass, paper, plastics and metal in the production of new products, mandatory by the appropriate industry;

BE IT FURTHER RESOLVED that the Federation of Canadian Municipalities and its members will convert to use 100% of recycled paper for Federation and municipal paper requirements by the year 1993, for uses for which recycled paper is suitable.

Submitted by: District of North Vancouver, British Columbia; Town of Banff and City of Edmonton, Alberta

(Consolidated Resolutions ENV91.2.13, ENV91.2.16 and ENV91.2.20)

RECOMMENDATION: Category A: Standing Committee on Policies and Resolutions recommends in the second operative clause, deletion of "and its members" and "will convert" and addition of "be encouraged" after "Municipalities"; deletion of "and municipal paper", and addition of "and will encourage its members to follow suit" after "suitable";
Standing Committee on Environmental Issues: Concurrence with the amended resolution.

DECISION:

ENV91.2.05 - PCB DISPOSAL

WHEREAS in 1988, the federal government established strict regulations for the storage of PCBs;

WHEREAS large quantities of PCBs are being removed from service and stored at significant cost;

WHEREAS cement kilns can be used to effectively destroy PCBs;

BE IT RESOLVED that the Federation of Canadian Municipalities encourage the federal government to establish standards for the safe disposal of PCBs through incineration in cement kilns and to promote this method of disposal to the public.

Submitted by: City of Vancouver, British Columbia

RECOMMENDATION: Category A; Standing Committee on Environmental Issues: Concurrence.

DECISION:

ENV91.2.08 - AIR QUALITY STANDARDS

WHEREAS air quality affects human health, economic well being, and simply put, quality of life;

WHEREAS releases of air pollutants are responsible for concerns over global warming, acid rain and the depletion of the ozone layer, which can cause direct damages to life on earth;

WHEREAS the establishment of standards for air quality is within provincial and federal jurisdiction;

WHEREAS the reduction of airborne pollutants is a stated objective of the Clean Air Strategy for

Alberta (CASA), the Green Plan, and International agreements such as the 1987 Montreal Protocol;

BE IT RESOLVED that the Federation of Canadian Municipalities work with the federal and provincial governments to implement compatible national and provincial air quality protocols with established targets and specific strategies to ensure the preservation of acceptable air quality within the municipal air shed and reduction of air pollutants where necessary to achieve this end including the adoption of compatible national and provincial standards and regulations.

Submitted by: City of Edmonton, Alberta

RECOMMENDATION: Category A; Standing Committee on Policies and Resolutions recommends in the operative clause the deletion of "work" and addition of "encourage" after "Federation of Canadian Municipalities"; after "Federal and" add "through the provincial/territorial municipal associations the"; Standing Committee on Environmental Issues recommends in the operative clause, the deletion of "municipal" before "air shed": Concurrence with the amended resolution.

DECISION:

ENV91.2.10 - REDUCTION OF CARBON DIOXIDE EMISSIONS

WHEREAS Canadian municipalities contribute to air pollution through operational activities;

WHEREAS Canadian municipalities can influence the community **towards** positive action;

WHEREAS some Canadian cities have set air pollution reduction targets;

BE IT RESOLVED that the Federation of Canadian Municipalities urge all Canadian municipalities to commit to one of the recommendations from the Conference on the Changing Atmosphere, to reduce carbon dioxide emissions by at least 20% by the year 2005.

Submitted by: City of Regina, Saskatchewan

RECOMMENDATION: Category A; Standing Committee on Environmental Issues: Concurrence.

DECISION:

ENV91.2.09 - NATIONAL LAND-BASED INFORMATION PROGRAM

WHEREAS Canada's Green Plan establishes sustainable development as a key, long-term objective for Canada;

WHEREAS efficient and responsible land use is an important factor in the achievement of sustainable development;

WHEREAS one of the essential requirements for the proper location of land uses (such as hazardous materials and waste disposal sites) is the availability of scientifically derived land-based information;

WHEREAS there is no national program or institution to set standards for, and monitor the gathering or sharing of, land-based scientific information among municipalities;

WHEREAS this could lead to costly duplication of efforts across the country, and delay progress towards improvement of land use practices and strategies;

BE IT RESOLVED that the Federation of Canadian Municipalities petition other **orders** of government to establish technical and financial programs to support the:

a) identification of common essential land-related information;

b) development of standards for gathering and storing the information to ensure that it is readily retrievable and translatable;

c) management and sharing of the information by local governments across the country;

d) modernization of existing land-based information systems and provision of essential technical advice to municipalities.

Submitted by: City of Regina, Saskatchewan

RECOMMENDATION: Category A; Standing Committee on Environmental Issues: Concurrence.

DECISION:

ENV91.2.12 - MUNICIPAL WATER CONSERVATION

WHEREAS water conservation is an integral part of water/wastewater management and a factor in the preservation of our natural resources;

WHEREAS responsible water use is an essential part of reducing the demand for water treatment and distribution facilities along with concurrent demands upon public revenues;

BE IT RESOLVED that the Federation of Canadian Municipalities endorse initiatives on the part of Canadian municipalities to promote water conservation by the establishment of comprehensive water conservation programs, and urge non-conserving municipalities to review the cost and benefits of water conservation in their respective communities, and that the President of the Federation of Canadian Municipalities write to the Canadian Standards Association to encourage it to give a high priority to the adoption of standards which permit the installation of low-water-use fixtures in Canadian homes.

Submitted by: City of Edmonton, Alberta

RECOMMENDATION: Category A; Standing Committee on Environmental Issues: Concurrence

DECISION:

ENV91.2.19 -FUNDING OF RESEARCH ON SEWAGE LAGOONS

WHEREAS towns and villages are facing ever increasing problems with their lagoon systems;

WHEREAS many of these problems are due to more stringent environmental regulations;

WHEREAS any sewage lagoons studies required by environment departments are costly;

WHEREAS each of the towns and villages are forced into the position of hiring consultants to research many of the same problems;

BE IT RESOLVED that the Federation of Canadian Municipalities encourage the federal and provincial governments to provide research funds to their respective environmental departments to do the research on recurring problems,includinggeotechnical/hydrogeological investigations, and make the data available to governments at a municipal level.

Submitted by: Saskatchewan Urban Municipalities Association

RECOMMENDATION: Category A; Standing Committee on Policies and Resolutions recommends, in the operative clause, the addition of "through the provincial/territorial municipal associations the" before "Provincial";
Standing Committee on Environmental Issues recommends addition of, in the operative clause, "sewage lagoon" after the word "recurring" and addition of "with regard to sewage treatment" after the word "problems": Concurrence with the amended resolution.

DECISION:

ENV91.2.21 - ENVIRONMENTAL PROTECTION

WHEREAS Canadian municipalities are blessed with a diverse assemblage of attractive natural open space areas predominantly in the form of passive activity parks and forested green belts;

WHEREAS the intrinsic value of these treasured natural spaces are sometimes threatened for a variety of reasons including overuse, watertable modification, and damage during adjacent development;

WHEREAS protection and wise management of our natural environment is currently the highest priority issue with the majority of Canadians;

WHEREAS most Canadian municipalities have access to engineers and planners but not to professional expertise in the life sciences;

WHEREAS most of the day-to-day environmental problems are dealt with at the municipal level;

BE IT RESOLVED that the Federation of Canadian Municipalities actively encourage member municipalities to establish professional natural resource management capabilities in the form of separate environmental management departments or comparable structures.

Submitted by: District of North Vancouver, British Columbia

RECOMMENDATION: Category A; Standing Committee on Environmental Issues: Non-concurrence.

DECISION:

ENV91.2.14 - DEDICATED GASOLINE TAX

WHEREAS the Government of Canada has acknowledged that reduced air pollution is an important national objective, and has subsequently initiated programs in conjunction with provincial authorities to reduce air pollution and emission levels significantly in the next decade;

WHEREAS the Government of Canada believes that strategic and competitive economic advantages exist capable of improving energy efficiency of all transportation modes through research and development of new or enhanced technologies, including use of alternate fuels;

WHEREAS public transit systems have the potential to significantly reduce emissions and air pollution levels by enabling commuters to utilize more efficient and environmentally sound methods of transportation than private vehicles, thus assisting to achieve stabilization of CO^2 emissions;

BE IT RESOLVED that the Federation of Canadian Municipalities urge the Minister of Transportation, the Minister of Finance, the Minister of the Environment, and other interested Federal Ministers to:

a) establish a process by which a portion of the existing tax on gasoline be allocated as an environmental tax to be used for transportation improvements, including public transit;

b) ensure that these funds should not be returned to general revenue, but be used for the development and implementation of more efficient transportation technology, including non-polluting energy alternatives;

c) fund and promote environmentally desirable alternatives such as public transit, and alternative fuels and technology for public transit.

Submitted by: City of Edmonton, Alberta

RECOMMENDATION: Category A; Standing Committee on Environmental Issues: Concurrence.
Standing Committee on National Transportation: Non-concurrence.

DECISION:

ENV91.2.17 - ENVIRONMENTAL LEGISLATION

WHEREAS provinces are seeking to maintain jurisdiction over their boundaries;

WHEREAS the federal government has developed Canada's Green Plan for the purpose of governing major environmental issues in Canada;

WHEREAS major environmental matters create an overlap of jurisdictions and are thereby of provincial, national and international concern;

BE IT RESOLVED that the Federation of Canadian Municipalities urge the federal government to work with and draw on the expertise of the provincial governments to develop environmental initiatives and goals that will be of global and mutual benefit.

Submitted by: County of Strathcona, Alberta

RECOMMENDATION: Category A; Standing Committee on Policies and Resolutions recommends, in the operative clause, the addition of "and municipal" after "provincial";
Standing Committee on Environmental Issues: Concurrence with the amended resolution.

DECISION:

ENV91.2.18 - CANADA'S GREEN PLAN

WHEREAS the federal government has released Canada's Green Plan on the Environment;

WHEREAS the ideas expressed in the Green Plan are of a conceptual nature;

BE IT RESOLVED that the Federation of Canadian Municipalities request the Minister of Environment to implement all aspects of the Green Plan affecting global environmental security as quickly as possible.

Submitted by: County of Strathcona, Alberta

RECOMMENDATION: Category A; Standing Committee on Environmental Issues: Concurrence

DECISION:

SECTION 1

POLICY STATEMENTS
CATEGORY A RESOLUTIONS

HERITAGE, ARTS, AND CULTURE

INTRODUCTION

The municipal role in heritage, arts, and culture involves both responsibility and opportunity. A policy of sound support for these activities can in turn bring municipalities social advantages and direct and indirect economic benefits, the most direct economic benefits coming from tourism. To guarantee the continuation of these economic benefits, municipalities have a responsibility to ensure that museums do not fall victim to urbanization. Including a museum or art gallery in new neighborhoods and as part of municipal revitalization programs, can ensure that museums continue collecting, preserving and presenting artifacts and knowledge; in turn, helping Canadians better understand themselves, their society, and their world.

The Federation of Canadian Municipalities has a crucial role to play in the coordination and dissemination of information pertinent to the rationalization of municipal support for arts, heritage and culture.

Municipalities can support heritage, arts and culture through direct and indirect expenditures. In May of 1990, FCM circulated a questionnaire to all member municipalities to determine the full extent of municipal expenditures to these sectors. Returns were excellent, with 240 completed questionnaires. The survey revealed that most municipalities have developed some form of support mechanisms to assist arts, culture and heritage in their communities. For example, 79% of respondents indicated that they provided direct cash grants to arts, cultural or heritage groups, while 63% reported that they provided free or reduced rentals to these groups.

CHANGING ROLE OF MUNICIPALITIES

If municipalities are to be true partners in the governing of Canada, they cannot disregard or minimize their pivotal role in enhancing Canadian arts, culture and heritage. Canada's cultural strength lies in diversity, respect for differences based on ethnic, geographic, economic, and social factors. In Canada, culture has a strong regional orientation which municipalities, by their nature, can understand and respond to in a sensitive manner. While other orders of government have more resources available, municipalities can often support heritage, arts and culture with little or no financial outlay. For example, the start-up of a performing arts group may be fostered by the provision of municipal space for staging a production, or by an arts loan fund, prior to it being eligible to apply for financial assistance from other orders of government.

Fifty years ago, no one could have predicted that municipalities would one day provide local arenas, pools and other recreational facilities. In most cities and smaller communities, these have become essential services. Today, facilities for the performing and visual arts, as well as active policies for heritage conservation, are increasingly in public demand. FCM's survey revealed that 44% of municipalities surveyed reported that they directly operate cultural or heritage facilities such as a cultural centre, an arts gallery or historic site.

Municipalities have a responsibility to respond to the public call for increased cultural amenities by supporting arts, culture and heritage conservation. Support may take the form of technical assistance, space allotment, counselling, or advertising in order to foster a climate for cultural development and growth. FCM's survey found that smaller municipalities generally tended to support museums, archives and historic sites whereas larger municipalities spend more on visual and performing arts and multidisciplinary activities.

ECONOMIC BENEFITS

Many communities have found that any investment in culture brings commensurate dividends. A theatre of international renown or a famous historic site is not required to attract tourist dollars. But a thriving local theatre, gallery or museum, an annual folk or historic festival can be a major factor in attracting tourist dollars to a region. The Canada Council estimates that for every government dollar spent on the arts, a community benefits by $1.30, the province by $1.50, and the country as a whole by $2.40.

One way of promoting the arts as a tourist attraction is to link arts activities with other events. Successful examples include the arts component of Vancouver's Asia Pacific Festival, the arts component of the '88 Winter Olympics and Expo '86, and the Festival by the Sea in Saint

John.

MUSEUMS AND ART GALLERIES

Municipalities are important stakeholders in the future of museums and art galleries in Canada of which Canada has over 1,000, 60% of which operate on an annual budget of under $40,000, and which are located in communities in every part of the country. Museums and public art galleries attracted 20.1 million visitors in 1985-86, and made a significant contribution to the estimated $20 billion in revenue generated from tourism.

Municipalities benefit greatly from this influx of revenue. Moreover, culture is one of Canada's most labour-intensive industries. According to the 1986 Census, the total employment in the cultural sector was 322, 145. This amounts to 2.5% of the total labour force. Since 1971, there has been a steady increase in the number of jobs in the cultural sector.

As well, benefits from cultural industries are distributed widely to other service industries.

THE PERFORMING ARTS

Most Canadians attend a live performance an average of four times per year, with musical performances accounting for half of these visits. Live theatre, dance and classical performances make-up the balance of the visits.

In small and medium-sized communities, citizens often find it necessary to go outside of their community to enjoy such activities. Forty-six percent of Canadians indicate that the absence of facilities for the performing arts contributes to their low rate of participation in the arts and culture. Forty-three percent cite the need to travel to other communities as the main deterrent to increased participation in the arts. Meanwhile, public support for funding of the arts and culture is high in Canada, reaching an average of just over 70% in major centres.

Municipalities play a key role in fostering production, conservation and participation in the performing arts. Municipalities can secure the continued development of a sound infrastructure for the arts by promoting performing arts groups, seeking alternative sources of funding for performances, and encouraging the development of cultural facilities to house the performing arts. Arts and culture are integral components in the overall quality of life in a community, requiring promotion and support from municipal governments.

HERITAGE CONSERVATION

The preservation of Canada's built environment injects numerous economic and social benefits into a municipality. Restoration solves problems associated with downtown blight and, because conservation efforts are more labour intensive than new construction, employment is increased. Preservation and renovation of heritage buildings also creates employment in the retail sector and stimulates small business development.

FCM has been supportive of incentives to preserve and rehabilitate heritage buildings and has called for changes to certain provisions of The Income Tax Act which promote demolition.

The Main Street Canada program, sponsored by Heritage Canada with funding from the federal government, attempts to help communities to communicate and capitalize on the unique culture, heritage and character. In consultation with the business community, the cultural sector, and the community in general, the Main Street Canada resource team develops a cost-efficient and customized approach to the renovation and rehabilitation of a community's main street buildings. Main Street Canada projects created 2,800 jobs between 1986 and 1988, 2,280 of which were created in the private sector through 771 new business starts. For every dollar invested in Heritage Canada Program, the partner community invests an average of $30. Since 1980, 71 communities have benefitted from the unique opportunities offered by Main Street Canada.

By far the greatest dividends realized through heritage conservation are the increased community pride and the preservation of regional characteristics which attract visitors to a community. There are countless examples of successful heritage preservation projects across Canada.

A CHANGING AUDIENCE

Canada's seniors currently account for 11% of the population. This number is expected to double by the year 2031, when the baby boom generation joins the ranks of the elderly. Health

and social services, housing, recreational services and transportation address seniors' essential needs and have a relationship based on trust and respect between seniors and their community.

Seniors are the keepers of our heritage and, as such, have much to contribute to the development of our culture. Canadian municipalities should develop programs to encourage and facilitate seniors' participation in heritage, arts and cultural activities. Municipalities are encouraged to adopt and promote programs such as Health and Welfare Canada's "New Horizons" program and the City of Vancouver's "DISTIX" program which distributes discounted tickets for the performing arts to disenfranchised groups.

"A Survey of Arts Audience Studies: A Canadian Perspective 1967-1984", published by the Canada Council, reported that, while only 26% of the population had received a post-secondary education in 1977, between 43% and 51% of the theatre-going public, library users, and museum and art gallery visitors had received some post-secondary education. By the year 2000, some 38 percent of the population over 15 will have received a post-secondary education. This translates into an increase from 4.5 million people in 1977 to nine million, a doubling in the potential number of people who make up a substantial portion of arts audiences. It is safe to state that continued growth in heritage, arts, and cultural activities will be reinforced by these trends. Canada's cultural industries must prepare now to accommodate and reflect this shift in demographics.

THE ARTS, CULTURE AND HERITAGE PROJECT

Under the auspices of the Task Force on Arts, Culture and Heritage, FCM has been conducting research and developing an information base on the municipal role in the arts, culture and heritage.

One element of the project, undertaken with the federal Department of Communications, will be a "How To" manual which will clearly show the benefits of and technique for municipalities and Canadians wishing to support heritage, arts and cultural activities and groups. The manual, which will be distributed widely to FCM members, will, for example, provide suggestions for establishing an arts and culture task force, for a policy statement on heritage and for a general strategy for cultural development.

RECOMMENDATIONS:

The Standing Committee on Heritage, Arts, and Culture recommends that FCM:

1. collect, compile and distribute to its members information on the opportunities to promote culture and heritage conservation in Canadian communities, under the auspices of the Arts, Culture and Heritage project;

2. encourage the federal and provincial governments to expand their incentives and safeguards for the preservation and renovation of heritage buildings; and that these orders of government reward corporations and individuals supporting heritage, arts and culture.

3. encourage the federal and provincial governments to take advantage of the role that municipalities can play in partnership with those governments in administering programs and projects aimed at assessing the impact of initiatives and promoting culture and heritage conservation at the local level;

4. foster continuing exchanges with major cultural and heritage organizations to utilize their resources to help define and develop an effective municipal role in the areas of culture and heritage;

5. encourage all Canadian municipalities to recognize the need for sustained funding for some cultural industries (ie. symphonies, museums, community theatres);

6. encourage municipalities to promote and develop programs to encourage participation by Canada's seniors in the arts, culture and heritage conservation; and

7. make known to its members a variety of creative methods for financing cultural industries.

Revised March 1991
Standing Committee on Heritage, Arts and Culture

SECTION 1

POLICY STATEMENTS
CATEGORY A RESOLUTIONS

MUNICIPAL GOVERNMENT AND HOUSING IN CANADA

INTRODUCTION

Municipal governments across Canada share common concerns and goals about housing. Success in housing Canadians depends largely on the ability of local governments to ensure that land use, amenities, transportation and other infrastructure meet public demand. Municipalities must strive to create regulations that protect the community and at the same time help the private sector to provide adequate and affordable housing. Municipalities must also encourage renovation of older housing if Canada's housing stock is to be preserved. As well, more effort is needed to meet the needs of the elderly, the disabled and those persons living in rural areas.

FCM has long supported a strong federal presence in the housing issue. Now, with federal and provincial/territorial agreements which have decentralized responsibility for the delivery of social housing programs, municipalities must work more closely with other governments to ensure that programs meet local needs.

Working with the private sector and providers of social housing, FCM has examined municipal regulations that affect housing quality, innovation and experimentation. Recommendations from these studies will be tried experimentally in some municipalities.

MARKET HOUSING

In 1990 there were about 181,630 housing starts in Canada. Most of these homes were built by small contractors, or financed by private lenders without government intervention. It is appropriate that the private sector continue as the major source of new housing.

NEED FOR LONG-TERM PLANNING

The housing industry has changed rapidly in recent years. Builders generally oppose short-term government subsidies (e.g., MURB's, CRSP) that stimulate activity and profit only to place the private sector at a disadvantage when planning for the long-term in unstable conditions. They now want government to help those most in need and to create a stable economy and market for the long-term production of housing.

REGULATORY REFORM

Regulatory reform and the streamlining of the development approval process should be encouraged in order to bring more and better quality homes onto the market. Local governments recognize that efforts towards greater uniformity and consolidation in building codes in many provinces have helped the private sector (builders, suppliers, trade contractors, engineers, planners, etc.). While codes vary by province, about 85 percent of regulations are consistent, largely through the acceptance of National Building Codes.

FCM supports municipal efforts to streamline building approval requirements, with due regard for local health, safety and effective land use. Housing providers have had to contend with "layering" as new requirements are introduced for new building forms and technologies, but few old requirements are removed. Many municipalities have adopted imaginative ways to facilitate home construction: for example, a Certified Professional Program permits certified architects and planners to examine their own plans and inspect specified types of buildings. Some municipalities have introduced "one-stop" approvals and combined inspection programs to avoid the duplication of paperwork, loss of time costs and the frustrations of applying separately to several departments for municipal inspection.

Municipalities should work with the private sector to create local regulations that encourage quality and affordable housing. The formation of local advisory committees comprising municipal officials, housing builders/contractors, and consumers leads to a better understanding of the local regulations and may bring major improvements through consultation. Demonstration projects could be attempted to see if modifications are warranted. Regulatory changes could facilitate: new forms of housing; more cost-effective production/construction technology; better use of existing housing stock; more options to help special needs groups; and a reduction in the time necessary for approvals and certification.

For these reasons, FCM has entered into a partnership with the Canadian Home Builders' Association, the Canadian Housing Renewal Association and Canada Mortgage and Housing Corporation to undertake the ACT (Affordability

and Choice Today) Program. For the next two and one-half years, municipalities, profit-and non-profit home builders and developers will be encouraged to undertake demonstration projects that show how regulatory reform and modifications to the approval process can improve the affordability, choice and quality of housing. Results, in the form of case studies, will be shared with municipalities and home builders across Canada.

SOCIAL HOUSING

While most Canadians aspire to become homeowners, thousands live in inadequate and substandard housing or simply live on the streets. More than one million low-income households are waiting for social housing assistance.

Social housing problems are varied and severe. A variety of solutions is necessary. All orders of government have a responsibility to cooperate in helping people with low incomes, the elderly, the disabled and those with special needs.

Municipalities can contribute experience, expertise and a profound knowledge of local conditions to improve both the development and delivery of social housing programs. In spite of differences in geography, size and other factors, municipalities share many common perspectives on housing.

The municipal viewpoint on housing is especially relevant because people turn first to local governments when their needs are not being met, or when there are problems in the neighbourhood.

Three principles have underpinned FCM's approach with respect to social housing policies and programs:

- partnership in policy formulation and program development;
- the need for a package of programs from which municipalities can select; and
- the need to foster stability, predictability and capability in relation to the municipal provision of social housing.

Municipalities can try many ideas to overcome housing shortages. They should review their housing targets in their official plans. They should review minimum parking requirements to ensure that they do not unnecessarily restrict the number of units which could be built. By-law amendments allowing the conversion of single detached homes into duplexes, triplexes, etc., or allowing basement apartments should also be considered.

FEDERAL PROGRAMS

In 1984, a new federal-provincial agenda was established that ultimately led to the conclusion of separate federal-provincial agreements on social housing. The federal and provincial agreements have given a more dominant role to the provinces in the delivery and control of social housing programs.

Municipalities and local housing officials have objected to being left out of federal-provincial consultation and planning. Operating agreements between the federal and provincial governments do not allow an opportunity for public discussion within the planning and evaluation committees. FCM believes that this will ultimately affect the quality of housing available for low income households. FCM undertakes to monitor housing problems that directly or indirectly affect municipalities and recognizes its responsibility to present municipal views on housing to federal officials regularly. Similarly, provincial and territorial municipal associations find it useful to establish a liaison with provincial and territorial housing authorities.

FCM wants the Government of Canada to maintain a strong presence in housing through CMHC. TheResidential Rehabilitation Assistance Program (RRAP) which has been in effect since 1974, has been successful. Improvements to the program, as suggested by FCM and others, will ensure that RRAP assistance is directed to those most in need. (These improvements are discussed later in this Policy Statement.)

The main objective of RRAP should be to bring aging housing stock, currently occupied by low-income earners, up to standard and to provide an incentive for landlords to keep their units at the low end of the rental market. FCM is strongly opposed to the elimination of Rental RRAP which was announced in the April 1989 federal budget, and will continue to press the government to reinstate **this** program which wasdesigned to keep affordable rental units on the market.

The special housing needs of the disabled are partly met by RRAP, but, innovations in housing technology can improve design and save

money. Housing needs of the elderly must also be met, keeping in mind their health, income and lifestyle. FCM therefore supports CMHC research in housing technology to improve both the quality, durability and flexibility of housing.

The Federal Co-operative Housing Program was created in 1986 as a five-year experiment using Indexed Linked Mortgages as the financing mechanism. Cabinet required that it be evaluated at the end of five years. CMHC initiated the evaluation in 1989 to assess whether the Program was meeting its objectives as well as its overall cost effectiveness.

FCM has constantly reaffirmed its support of co-op housing. The Program has proven to be a relatively inexpensive way of delivering social housing while at the same time providing innumerable social benefits through income mixing.

On December 21, 1990, the Government announced the permanent reinstatement of the Program. Many analysts agree that the Minister's announcement reflected a compromise position arrived at to placate members of Cabinet opposed to the very notion of federal involvement in housing or non-targeted programs. The new Co-op Program will dilute the principle of income mixing by introducing income ceilings for co-op residents. FCM objects to this and is seeking guarantees from CMHC that the new Program will still allow for meaningful income mixing to take place.

The Minister's announcement also did not carry any specific commitment to financing or new units. FCM supports a minimum of 5,000 units per year.

INCREASED FUNDING FOR SOCIAL HOUSING

It is unacceptable to keep thousands on waiting lists for social housing. The City of Toronto alone, has over 16,000 people awaiting affordable housing. FCM urges an increase in federal and provincial money for social housing. The Federal Government should immediately review Maximum Unit Prices(MUP)and ensure that they are reviewed quarterly. True costs and regional variations must be reflected in MUPs. FCM has also recommended that the Federal Government seek new ways of finding extra dollars for social housing.

LAND AVAILABILITY

Urban centres face a shortage of land suitable for housing. Municipalities are becoming more aware that through planning and zoning, municipal governments affect both housing availability and its cost. Land banking for housing should be considered along the lines of land banking for economic development.

More federal, provincial and municipally owned and controlled lands should be released for housing. FCM believes that non-profit housing corporations should be able to acquire publicly owned lands at less than market rates where required to make social housing feasible.

Income mixing and the "core need income threshold"

In December 1986, the Minister responsible for CMHC introduced a new federal policy for social housing. Social housing programs would be targeted to those in "core need". Additional units to be rented to non core-need tenants would no longer receive federal subsidies.

This is an unfortunate development because, as it has been shown time and time again, income mixing provides innumerable social benefits which in turn reduce down-stream costs for all orders of government. Income mixing allows for a broad range of backgrounds, incomes and lifestyles to be brought together in a community setting. This is in stark contrast to some early housing projects which provided shelter and little more, and which reinforced the cycle of poverty and alienation of their occupants.

During consultation, FCM commented that social housing programs that offered income mixing were most successful because they reduced NIMBY (not-in-my-backyard) reactions associated with public housing. Too often social housing programs have not been structured to permit non-profit units to be put within existing neighborhoods.

FCM fears, however, that where federal funds are now directed to the most in need, only the wealthy provinces will be able to afford "income mixing". To date, only Ontario and Quebec have provided additional funding for income integration. The federal targeting of assistance to the most needy through "core need income thresholds" represents a distinct change in policy for it works against the principle of

income mixing.

There are also fundamental gaps in the ability of the "core need income threshold" to reach those most in need. "Core need" applies to those households that are required to spend more than 30 percent of their income on shelter. FCM has expressed concern over the introduction of core need income thresholds that were unrealistically low in some municipalities and that excluded many needy households in communities across Canada.

CMHC has acknowledged for several years the concerns of many organizations about the thresholds; it told FCM that federal and provincial officials were working together to improve the method of determining program eligibility. FCM requested that municipal input be invited for review of the methodology and the formula applied to define core need thresholds. To date, municipal input has not been sought nor have the problems of core need thresholds been completely solved.

HOUSING RENOVATION AND THE RESIDENTIAL REHABILITATION ASSISTANCE PROGRAM (RRAP)

Housing Renovation

Municipalities have a major part to play in developing and enforcing housing standards. In the context of regulatory reform, municipalities should seek to improve the condition of housing stock by ensuring the construction of quality housing that does not deteriorate rapidly. Renovation standards must be developed and enforced to assure Canadians that renovations will be well done and **will be** worth the investment.

Municipalities should support federal efforts to make financing more accessible through Federal Government insurance and direct lending as a last resort for renovation loans in declining neighborhoods and in rural areas.

Municipal officials recognize that the lack of consumer confidence in the renovation market is an obstacle to maintaining quality housing stock. FCM encourages CMHC to develop consumer education through publications, the media and a referral service through its regional offices. Measures to promote consumer confidence such as training and certification programs for contractors would also work to improve the quality of housing renovation.

CMHC has an important role to play in the private renovation market, and municipalities are prepared to support efforts to encourage homeowners to improve and maintain the quality of their homes. However, budgets for programs such as RRAP which provides direct assistance for residential rehabilitation should <u>not</u> be diminished as a result of any activity designed to spur private renovation.

RESIDENTIAL REHABILITATION ASSISTANCE *PROGRAM*

Municipalities have always considered RRAP successful. They credit RRAP with having saved thousands of homes from demolition and decay and for contributing to the revitalization of older neighborhoods and aging housing stock.

Through RRAP, living conditions for low-income Canadians have been improved. By helping them to protect their investment, RRAP has supported their long-term financial security. Rental RRAP has also helped maintain the quantity and quality of rental housing for those at the low end of the market. These program objectives are crucial if governments are to alleviate social housing problems.

RRAP can also be credited with creating employment as renovation is generally more labour-intensive than new construction.

When RRAP was introduced in 1974, need was based on discernible neighborhoods with large segments of inadequate and unsafe housing. In 1981, RRAP became available universally. Homeowner RRAP helps low-income Canadians to rehabilitate substandard dwellings. Rental RRAP encouraged landlords to improve living conditions for their tenants while keeping rents low. RRAP for the disabled relieves some of the financial burden of equipping a home for disabled persons.

Municipalities encouraged and welcomed the move towards universality. However, design changes made alongside the move towards universality in 1981, did not allow RRAP assistance to reach fully the targeted groups – low-income homeowners, low-income tenants, and the disabled.

The income limit for assistance forgiveness is $23,000. This rigid limit has proven to be insensitive to a household's ability to pay and to family size.

The levels of assistance of $5,000 in southern areas, $6,250 in northern areas, and $8,250 in the Yukon and the Northwest Territories, are inadequate for most of today's major renovations. Low income earners are either unable to qualify for the private loans, or do not wish to assume additional debt for renovation.

Those who do assume additional debt may find themselves pushed beyond the core need income threshold. RRAP fails to meet this additional affordability problem. The maximum levels of assistance and forgiveness should be increased for homeowner and disabled RRAP.

The problem with rental RRAP has been the lengthy tenancy agreement requiring landlords to maintain rents below market rates for upwards of 15 years in order to qualify for forgiveness. Many landlords choose not to apply for RRAP assistance because they are unwilling to enter into such long-term agreements. FCM favours a shorter period of compliance in order to encourage landlords to rehabilitate their units.

In administration and planning, municipalities desire more predictability in budget allotments and compensation for all program costs. Federal and provincial/territorial housing officials are urged to adopt a three-year budget commitment. Municipal delivery agents should receive confirmation of their yearly budgets by March 31, and should also receive an allocation based on the previous year's budget by the first of the year. To cover administrative costs, fees should be based on the number of applicants processed and not on the number of loans approved.

Municipal non-profit and other housing projects should be allowed to apply for RRAP assistance. This will ensure that all low-income housing is brought up to standard. Repeat applications should also be considered under certain circumstances.

FCM believes that RRAP should continue to be a key housing program and hopes that improvements will be made to ensure that the program's objectives are fully met.

RECOMMENDATIONS

FCM will:

1. urge the Federal Government to continue to consult with municipalities on housing issues;
2. encourage provincial and territorial municipal associations to seek consultations with their provincial and territorial governments on housing;
3. urge all orders of government to make available lands for housing owned or controlled by such governments for use by non-profit housing corporations at below market rates;
4. urge member municipalities to give a high priority to land banking for housing when developing their official plans;
5. continue as a major partner in the A-C-T Program (Regulatory Reform);
6. urge the federal government to increase unit allocations and funding available for social housing programs by examining the following mechanisms:
   a) public and private pension plans;
   b) federal and Crown lands for affordable housing;
   c) mortgage interest deductibility;
   d) fixed mortgages at favourable interest rates, RHOSPs, AHOPS, limited dividend mortgages and leasing of federal land for housing; and
   e) GST levied on new and/or used house sales
7. seek adjustments from CMHC to the Maximum Unit Prices awarded to non-profit housing corporations reflecting true land costs;
8. urge CMHC to review the Core Need Income Thresholds;
9. urge the federal government to re-examine federal/provincial agreements that work against the objective of income mixing and which create disparities across the provinces;
10. urge municipalities to review by-laws which restrict or discourage conversion of single family dwellings into multiple units;
11. urge CMHC to develop consumer education to encourage homeowners to maintain and to renovate their homes;
12. urge the Federal Government to take the

following measures with respect to the RRAP program:

a) increase funding for the RRAP program: increase the maximum assistance available to $15,000 for both urban and rural areas, and increase forgiveness scales. For each percentage point above 25% of income being spent on housing, the amount of the forgivable loan should be increased by $100 up to a maximum total forgiveness of $7,500. Forgivable loans for RRAP for the disabled should be increased from to $5,000 to $10,000;

b) increase the forgivable portion of the RRAP loan. A family-adjusted income should be used for better targeting of those in need;

c) re-instate Rental RRAP and decrease the term of the tenancy agreement from 15 to five years, with the amount of forgivable assistance related to the length of the term;

d) develop three-year budgets for the RRAP, and confirm each year's budget to municipal delivery agents by March 31; an allocation based on the previous year's budget should be made by January 1 of each year;

e) compensate municipal delivery agents on the basis of applicants processed rather than on the number of loans approved;

f) consider applications for RRAP assistance from municipal non-profit housing corporations; and

g) consider repeat applications under certain circumstances.

13. seek federal commitment to 5,000 co-op housing units annually.

Revised, March 1991
Task Force on Housing

HSG91.2.01 - GREATER FEDERAL SUPPORT OF NON-PROFIT HOUSING FUNDED UNDER SECTION 27 OF THE NATIONAL HOUSING ACT

WHEREAS the federal government assists the operation of 24,434 units of non-profit housing under section 27 of the National Housing Act (formerly section 15.1);

WHEREAS this constitutes a valuable stock of affordable housing for all Canadians;

WHEREAS federal regulations require that all costs of operating this housing be passed through to the tenants in their rent;

WHEREAS the stock of this housing is aging and a portion of it is already in need of major repair and renovation;

WHEREAS program guidelines have resulted in inadequate contributions to project capital reserve accounts not based on the actual replacement cost of the building components;

WHEREAS in some cases, funds in these capital reserve accounts are grossly inadequate to pay for necessary capital repairs which are required immediately or which can be anticipated;

WHEREAS funding these capital repairs through general rent increases would be onerous to tenants and create financial hardship in many cases;

WHEREAS major problems in this regard are already experienced by Cityhome, (the Municipal Non-Profit Housing Corporation of the City of Toronto), and City Living, (the Municipal Non-Profit Housing Corporation of the City of Ottawa), where annual rent increases in some projects have far exceeded the rate of inflation in recent years;

WHEREAS if this situation is not corrected, other housing providers who operate under this program can expect to face the same difficulties;

BE IT RESOLVED that the Federation of Canadian Municipalities urge the Minister of State for Housing and the President of the Canada Mortgage and Housing Corporation to meet with the operators of all Section 27 projects which are now in financial trouble to identify the problems and commit funds to deal with the current difficulties;

BE IT FURTHER RESOLVED that the Federation of Canadian Municipalities urge the federal minister responsible for Housing and the President of the Canada Mortgage and Housing Corporation to undertake a thorough evaluation of the Section 27 program with a view to making any program amendments which are necessary to ensure that the financial problems now faced by some operators do not become widespread, thereby ensuring the long-term viability of this valuable stock of non-profit housing.

Submitted by: City of Toronto, Ontario

RECOMMENDATION: Category A; Task Force on Housing recommends the deletion of the text in parentheses in the eighth descriptive clause: Concurrence with the amended resolution.

DECISION:

HSG91.2.03 - REGENERATION OF EXISTING SUBSIDIZED RENTAL (PUBLIC) HOUSING STOCK

WHEREAS there are many subsidized rental (public) housing projects in Canada that are being maintained by local housing authorities with subsidy assistance provided by the federal government through Canada Mortgage and Housing Corporation (CMHC);

WHEREAS the 1990 CMHC Evaluation of the Public Housing Program reported that some of these projects are in need of substantial repair and replacement despite average annual repair and replacement costs of about $1,700 per unit for the overall inventory;

WHEREAS the absence of capital subsidies requires the subsidization of costs to repair such housing to flow from the annual modernization and improvement operating budgets of local housing authorities;

WHEREAS in many provinces, housing authorities' operating budgets are subsidized significantly by municipalities;

WHEREAS the payment of all repair and upgrading expenses through annual operating budgets places a significantly greater burden on municipalities, given the potential for large unanticipated subsidy requirements arising from such repair and upgrading, compared to normal operating expenses;

WHEREAS the CMHC Strategic Plan (1991-1995) confirmed "the total inventory constitutes a valuable societal asset and an enormous resource for serving needy households, that it is an investment in the future that must be protected, renewed and adapted so that it responds to changing needs";

WHEREAS CMHC has a program, that has arisen from its internal evaluation of several demonstration projects involving subsidized rental (public) housing regeneration, that can make available capital funds for major repair and upgrading;

WHEREAS capital funds from CMHC subsidized rental (public) housing regeneration program should be made available whenever and wherever there is a need for substantial repairs (i.e. exceeding $10,000 per unit) to such projects;

BE IT RESOLVED that the federal government, through the existing CMHC subsidized rental (public) housing regeneration program, enable the repair and upgrading, through capital funds provided under the program, of all such projects where there is a need for substantial repairs (i.e. exceeding $10,000 per unit).

Submitted by: City of Edmonton, Alberta

RECOMMENDATION: Category A; Task Force on Housing recommends the addition of "and territories" after "provinces" in the fourth descriptive clause; Concurrence with the amended resolution.

DECISION:

HSG91.2.04 - FUNDS FOR THE CO-OP HOUSING PROGRAM

WHEREAS Co-op housing has long accounted for a significant share of Canadian housing unit starts - from 34% and rising to 59% in the 1980's;

WHEREAS thousands more Canadians in a recessionary period are suffering job losses, reduced incomes and are unable to afford adequate rental housing and close to 100,000 Canadians are reputed to be homeless;

WHEREAS in 1988 funds for the Co-op housing program were cut by 25% from $7.8 million to $5.5 million and again in 1989 another 25% cut of $1.6 million;

WHEREAS the federal government promised funds for 5,000 new Co-op units in 1988 and only 3,040 were produced. In 1990 only 1,700 units were produced across Canada;

BE IT RESOLVED that the Federation of Canadian Municipalities urge the federal government to restore the funding to this program to enable at least 5,000 units to be built annually and to restore funding for the delivery and support network for Co-op housing that is vital to maintain Co-ops as a smooth, viable operation.

Submitted by: District of Coquitlam, British Columbia

RECOMMENDATION: Category A; Task Force on Housing: Concurrence

DECISION:

HSG91.2.06 - R.R.A.P. (RESIDENTIAL REHABILITATION ASSISTANCE PROGRAM)

WHEREAS the Residential Rehabilitation Assistance Program was introduced by the federal government in 1973 to upgrade the quality of housing for low income Canadians;

WHEREAS CMHC's Residential Rehabilitation Assistance Program evaluation of 1986 reaffirmed the significant amount of home repair still required to upgrade to a satisfactory standard the housing infrastructure of this country;

WHEREAS in April 1989 the federal government cancelled the rental component of the Residential Rehabilitation Assistance Program;

WHEREAS this program was used extensively across the country to provide adequate maintenance of private market rental housing for lower income Canadians;

WHEREAS its cancellation will leave a significant void in the social housing program portfolio;

BE IT RESOLVED that the federal Minister of State for Housing and provincial Ministers of housing be urged to immediately consider the creation of a replacement program for the cancelled Rental Residential Rehabilitation Assistance Program.

Submitted by: Saskatchewan Urban Municipalities Association

RECOMMENDATION: Category A; Task Force on Housing recommends the deletion of "provincial ministers" in the operative clause: Concurrence with the amended resolution.

DECISION:

HSG91.2.07 - <u>INCREASING R.R.A.P. LOANS</u>

WHEREAS the Residential Rehabilitation Assistance Program was introduced by the federal government in 1973 to upgrade the quality of housing for low income Canadians;

WHEREAS CMHC's Residential Rehabilitation Assistance Program Evaluation of 1986 reaffirmed the significant amount of home repair still required to upgrade to a satisfactory standard the housing infrastructure of this country;

WHEREAS the RRAP program is targeted to homeowners whose incomes identify them as being in core need and therefore, in most cases, ineligible to borrow money from a lending institution;

WHEREAS the last modifications to the program to update and increase the forgivable loan possible to $5,000 were in 1983;

WHEREAS the costs of home renovation have risen significantly since that time and the $5,000 maximum is no longer adequate to cover the cost of required repairs, forcing, in many instances, the cancellation of an application for legitimate renovation work;

BE IT RESOLVED that the Federation of Canadian Municipalities urge the federal Minister of State for Housing to review and reconsider the maximum forgivable loan amounts possible with a view to increasing them to ensure the continued relevance of the Residential Rehabilitation Assistance Program.

Submitted by: Saskatchewan Urban Municipalities Association

RECOMMENDATION: Category A; Task Force on Housing: Concurrence.

DECISION:

SECTION 1

POLICY STATEMENTS
CATEGORY A RESOLUTIONS

MUNICIPAL COOPERATION, AID AND TRADE

INTRODUCTION

At the 1986 Annual Conference, the FCM adopted a Policy Statement on municipal twinning as proposed by the Task Force on International Programs, which recognized "twinning between municipalities as a valuable and increasingly important municipal activity." The Policy Statement notes that Canadian communities have established 125 twinning relationships with communities in more than 30 countries since 1945. One-half of these relationships were established in the last five years. This trend reflects a growing recognition among Canadians of increasing global interdependence which affects us all.

Accordingly, the policy states that the FCM will "act as the coordinator and catalyst to facilitate municipal twinning activities for the purposes of friendship, peace, aid and trade."

Since the adoption of the Twinning Policy Statement, the Task Force has been busy responding to the growing demand from municipalities for assistance in international affairs. The Task Force prepared this further policy paper on municipal cooperation, aid and trade to respond to the significant increase in municipal activity especially in two key areas: municipal trade missions and aid through municipal twinning and cooperation.

MUNICIPAL TRADE MISSIONS

Direct municipal involvement in trade missions has proven to be very successful. In particular, it has been demonstrated that twinning provides a unique and extremely powerful framework for initiating and finalizing trade and economic activity between Canadian and foreign businesses.

People all over the world do business with people they know and trust. A twinning relationship provides an opportunity for peoples of two cities to get to know one another. A signed agreement between twinned communities recognizes that a cooperative relationship benefits both parties and can be entered into for long term mutual advantage. In this context, the presence of senior elected civic officials on a trade mission opens doors and paves the way to securing agreement on business transactions quickly. Thus, twinning has provided an important avenue for Canadian businesses to identify new export markets.

Witness Vancouver's success with its twin in China. Only 18 months after the city began to lead trade missions overseas, 24 business ventures have been completed or are now under negotiation between Guangzhou, China and Vancouver businesses. One trade mission participant, from the hotel industry, has concluded a joint venture agreement for the building of a 480 room hotel in Guangzhou which will be furnished and equipped entirely by Canadian suppliers. Another Vancouver-based firm, which has developed cancer and pregnancy detection kits, will build a new plant in Vancouver to produce these kits for sale in China. The same company has set up a joint venture to package and distribute pharmaceuticals from Vancouver, and thus will become the North American distribution point for these products.

The Fraser Valley Milk Producers Cooperative sent a representative on one of the municipally-led trade missions. During that visit, it secured an agreement to assess dairy production and processing in Guangzhou with the longer term objective of building and equipping dairy farms in Guangzhou.

The City of Toronto also enjoyed trade success as a result of visits between business leaders in Chongqing, China, and local business interests. Twenty joint venture opportunities were pursued in a wide variety of economic sectors: automobile parts, food processing, telecommunications, pharmaceuticals, public transit and urban development, to name a few.

The City of Calgary, working under the Municipal Professional Exchange Project, has had significant success in a joint sewage treatment project with its twin city in China, Daqing. Calgary firms have entered into a consortium with the city and after three exchanges, the consortium and Daqing signed an agreement to jointly design and build a sewage treatment project. Canadian International Development Agency (CIDA) funding from the Business Cooperation Branch supported preliminary design work. Additional opportunities in Changchun are being actively pursued.

Trade agreements are not only being struck with countries in the Third World. The City of Ottawa provides an example of successful

trade missions to countries in the developed world. As a result of the Ottawa-led mission to its sister-city of The Hague, Netherlands, local businesses identified and acted on ten joint venture opportunities in the electronics, aircraft and development industries.

AID THROUGH TWINNING

Aid has also formed an important part of cooperative activities between Canadian municipalities and those in developing nations.

During the African famine crisis individual Canadians raised over $60 million for famine relief. According to CIDA, this was in large part owing to the ability of Canadian municipalities to mobilize community support and their generosity.

The City of Kingston, Ontario, was instrumental in sending a medical team, well-equipped and self-reliant, to aid starvation victims in Ethiopia in the fall of 1984. The team comprised 21 people including doctors, nurses and support staff. Money to finance the project was raised through a number of community-based efforts with the support and leadership of the municipal council. Medical supplies and equipment were purchased to set up a surgical unit, a pediatric unit, an obstetrics unit and a vaccination/preventive medicine unit.

In July 1979, the City of Winnipeg's Executive Committee established a citizen's committee to facilitate Winnipeg's reception of Vietnamese "boat people" and other southeast Asian refugees. The City assumed a number of critical support roles to the work of the Citizen's Committee, which ranged from acting as guarantor for defaults on donations, to lending direct support from the mayor's office for promotional events, to providing for the transport of heavy articles donated to the refugees, and assisting the fund-raising efforts that were critical to the success of the program. In total, several thousand refugees were received in Winnipeg through the work of the Citizen's Committee.

Through Vancouver's involvement in the Municipal Professional Exchange Project (described below), the senior municipal official responsible for all construction in Guangzhou was exposed to Canadian technologies and techniques. As a result, while here, the Guangzhou representative bought $400,000 in computer-aided design and mapping software from a Vancouver company. Links between Canadian municipal professionals can enhance opportunities for Canadian exporters and investors. Developing communities represent growing markets in which Canadians can have significant inroads.

FCM INVOLVEMENT

At the direction of the Task Force on International Programs, the FCM undertook a survey of Canadian municipal international experience. The results of this survey were published in The Handbook and Directory of International Initiatives released at the 1986 Annual Conference. The survey confirmed the Task Force's belief that there was strong interest and experience among Canadian communities in international activities. At the 1988 Annual Conference, the second edition of this publication, titled A Practical Guide to Municipal Twinning was released.

The interest in international affairs dovetailed with the mandate of the Municipal Economic Development Program, under which the FCM was charged with the responsibility of finding ways to stimulate economic growth. The international field was identified as a key area to expand contacts between Canadian and foreign business leaders and to fill a niche currently unfilled and unfillable by any other order of government. The close relationship between municipalities and local businesses provides a clear opportunity to access quickly local economic resources for market opportunities abroad.

Thus, the Task Force pursued the possibility of federal government support for municipal international initiatives with the Canadian International Development Agency (CIDA) and the Department of External Affairs.

The FCM was successful in garnering the support of CIDA for several initiatives proposed by the Task Force. Each of these programs involved Canadian municipalities cooperating with Third World communities.

1. Municipal Professional Exchange Project

   The Municipal Professional Exchange Project (MPEP) builds upon new and existing municipal linkages to bring municipal administrators to Canada to work with their professional counterparts in Canadian communities, and send Canadians to work on a short term basis

in Third World municipalities. The Project was amended in 1989 to include political representation, particularly at project start-up. More than 100 exchanges of municipal politicians and professionals have occurred over the past four years. As noted above, this project has both aid and trade benefits. As well as assisting developing communities improve their management capabilities, it provides an excellent lead in for Canadian goods and services, particularly consulting services. In addition, the individuals who participated in the project regarded MPEP as an important professional development opportunity.

2. Chinese Open Cities Project

Twinning relationships with Chinese communities have been common among Canadian municipalities in recent years. China has opened up to foreign investment to fulfill its objectives of modernization. The Task Force thus decided to investigate the opportunities for support to municipalities interested in aid and trade activities with China.

In May 1986, the FCM obtained CIDA approval to lead a three-week study tour of Chinese Vice-Mayors to municipalities across Canada. The CIDA-sponsored tour was composed of senior officials of the Chinese Ministry of Foreign Economic Relations and Trade and Vice-Mayors from four of the 14 Chinese coastal cities. Each of these communities has been designated a special economic zone, open to international trade and economic relations.

The success of the study tour resulted in FCM contracting with CIDA for the five year Chinese Open Cities Project. The project encompasses many kinds of training activities taking place in Canada and in China. The trainees are Mayors, Vice-Mayors and senior municipal officials holding decision making positions in China's Coastal Cities and Special Economic Zones. Canadian municipal politicians and professionals, leading entrepreneurs and scholars are involved in lectures and seminars in China and study tours, short courses and training attachments in Canada.

Training topics cover areas related to foreign trade and investment, international business, urban economic development, modern urban management, and the urban environment.

Training emphasizes the practical application of skills and knowledge. It is delivered in Canada's two official languages. In November of 1990, consultants hired by CIDA completed a midterm evaluation of the project. The evaluations gave the project high marks and recommended an expanded second phase to begin when the current project ends.

3. Africa 2000: The Municipal Response

The FCM Board of Directors, in March 1988, gave approval for FCM to participate in CIDA's Africa 2000 program. This is a special fund to help African countries develop and diversify their economies.

Africa 2000: The Municipal Response is a two-phase, $10 million project. Year One was a testing period which proved to be very successful. Based on this success the Task Force and National Board of Directors approved submission of a proposal to CIDA for a four-year continuation.

The project is structured around linkages between 10 Canadian and 10 African municipalities either on a regional or one-to-one basis each year. The twenty linked municipalities participate in four activities:

1. the exchange of municipal professionals;

2. Small scale capital purchases to improve municipal administration in Africa;

3. an environmental assessment of each African municipality to be performed jointly by the Canadian and African municipal engineers;

4. community based aid projects such as school and medical supplies.

Twenty-two Canadian municipalities joined the project in the first two years. During 1991, ten additional Canadian municipalities, and ten African partners, will join the project.

4. Latin American Training Program

In July, 1989, CIDA advised FCM that the International Office had been approved as the executing agency for a two and a half year, $456,800 contribution to a municipal management training project in Costa Rica, Ecuador, Colombia and Peru. The project is named SACDEL. It has supported a series of regional workshops on key topics like municipal finance. The regional activities have led to country workshops. This project has undergone a preliminary evaluation and been highly rated. It is serving as a model for similar World Bank work in Africa, just getting underway.

ACTIVITIES OF OTHER COUNTRIES

Although Canadian communities have had some involvement in twinning for aid and trade, many other industrialized nations have had considerably more experience.

The International Union of Local Authorities (IULA), located in The Hague, has coordinated and assisted the efforts of many European communities in their aid and trade twinning efforts for years. The policy of IULA on municipal involvement in aid is as follows:

> "While in no way questioning the necessity for or value of multilateral and bilateral aid at fnational government, there is a growing conviction of an important role at the local government in the field (of development assistance)."

In the Netherlands, over 200 municipalities are active in the field of development cooperation. The Town Council of Noordwijk, a seaside resort with a population of about 23,000, raised funding for the building of a school in Burkina Faso, West Africa.

Amsterdam's Director of Physical Planning undertook a study of the urban planning capabilities in Managua, Nicaragua. He discovered that Managuan municipal officials were dedicated and bright, but lacked the training necessary for such an exercise, as well as basic supplies (pens, paper, etc.). With financial assistance from the Dutch government, Amsterdam stationed several planning officers in Managua to work on a master plan for the capital city. In the Director's words, implementation of the plan is essential to avoid the inevitable "ensuing misery (which) defies all imagination" given the massive population increases expected.

In Belgium, 205 of the 208 municipalities have an alderman who has Third World cooperation as part of his/her portfolio.

Towns throughout Europe are twinning with communities in Africa, Asia and Latin America. As a result, a portion of European Community development funds will be channelled through local government bodies.

A little closer to home, Sister Cities International (SCI) an American organization, has assisted communities to undertake assistance programs with their twins in the developing world. Every year the federal equivalent of CIDA, USAID (U.S. Agency for International Development) allocates money to SCI to distribute to its members to assist them in their development projects. Award winning projects in 1986 included an exchange between Los Angeles, California, and Lusaka, Zambia, that resulted in enhanced fire-fighting capacity in Lusaka and between Baltimore, Maryland, and Luxor, Egypt, in which urban planning was improved in the areas of public facilities/services, waterfront, and economic development.

These organizations have demonstrated the value of a national organization coordinating and assisting their members to strengthen their international development efforts.

PRINCIPLES TO GUIDE FCM INTERNATIONAL ACTIVITIES

The Task Force on International Programs has developed a set of operating principles to govern FCM involvement in international activities:

1. National domestic concerns are and will continue to be the focus of FCM activity. Involvement in international affairs must not jeopardize the FCM's domestic

priorities.

2. The FCM International Program will emphasize the exchange of information amongst Canadian municipalities and with municipalities outside Canada.

3. The management, administration and financing of international activities must be kept separate from the normal operations of the FCM.

4. All international activities at the FCM will involve the largest number of Canadian municipalities.

5. All international activities of the FCM will be undertaken on terms determined by the FCM.

To administer these projects and to provide assistance to twinning, CIDA provided funding to establish the FCM International Office. In addition to the above, the Office has the mandate to pursue other international municipal activities with other interested institutions and agencies.

RECOMMENDATIONS

The Task Force on International Programs recommends that the FCM:

1. Continue to operate an International Office to promote, manage and coordinate the international activities of the FCM.

2. Investigate the experiences of all municipalities across Canada that have become involved in international affairs, and publicize these activities through FORUM and occasional publications in order to demonstrate in concrete terms, the benefits of this type of activity to municipalities of all sizes.

3. Organize conferences from time-to-time to keep members abreast of developments in the international field and maintain the FCM profile in this field.

4. Continue to work with the provinces through the provincial municipal associations and build upon policies and activities being undertaken by provincial governments.

5. Develop manuals and/or guidelines on undertaking international municipal cooperation, aid and trade initiatives based on experiences of members and research.

6. Express its willingness to continue to participate in funded programs designed to share municipal management expertise and experience with municipalities outside Canada. To that effect it will:

   i) continue to cultivate the strong relationship already established by the FCM with CIDA;

   ii) attempt to diversify funding sources; and

   iii) monitor and publicize programs and results.

7. Ensure that all international activities undertaken by the FCM are consistent with federal government policy governing international relations.

8. Develop a program of support to member municipalities interested in economic and trade missions to foreign countries:

   i) assemble and make available materials and information on the experience of Canadian municipalities in municipally-led economic and trade missions;

   ii) investigate and publicize the assistance available from the federal government and other agencies to municipalities undertaking missions overseas.

9. Develop liaisons with organizations around the world that can facilitate municipal international activity.

Adopted at the 1990 Annual Conference

MUNICIPAL TWINNING

The FCM Task Force on International Programs believes that twinning between municipalities is a valuable and increasingly important municipal activity. Twinning of Canadian municipalities with communities around the world has been steadily gaining popularity. The 1960's saw a boom in twinning activity among Canadian municipalities, especially between French and English communities in Canada. More recently, Canadian communities have been linking with communities in other countries. An FCM survey of Canadian municipalities undertaken in late 1985, showed that 50 per cent of the more than 100 international twinning relationships were established within the last five years.

Municipalities establish links with one another first and foremost because twinning provides an excellent opportunity for citizens of two communities to create a lasting bond of understanding and trust. Frequently, this bond is established between diverse peoples and is sustained through intermunicipal cooperation and exchanges in many fields: culture, education and training, science and technology, industry, agriculture, sports, municipal management, public health and general welfare.

Twinning relationships can be particularly important at the international level for they can bring about the deepening of international goodwill. As stated in a resolution adopted at the 26th United Nation's General Assembly in 1971:

> "Town-twinning is an exceptionally valuable means of cooperation in that it brings into contact not only local leaders but whole populations from country to country."

Canadian municipalities have engaged in twinning activities for a variety of reasons. Our survey indicated that social and cultural exchanges were the key reasons for Canadian involvement in international town twinning.

Education has been a strong factor in Canadian twinning relationships. For example, medical school exchanges involving study, research and teaching through reciprocal visits have proven popular. People can, and do learn a great deal by taking advantage of the educational resources made available in each country through town twinning.

Recent twinning arrangements have emphasized economic development. A community-community linkage can make a significant contribution to international trade relations by providing detailed information about one specific community. This level of detail is not possible to convey in trade exchanges involving other orders of government. Thus, the extent of trade and investment between two communities can be considerably enhanced through direct and intensive contact between their respective businesses and enterprises.

International relief activities have also become an important part of twinning. Famine relief has been facilitated through linkages between Canadian municipalities and communities in drought-ridden areas of Africa. These relief activities have brought tremendous satisfaction to citizens of the communities involved.

In many industrialized nations, "triangular twinnings" between developed and developing countries are becoming increasingly popular. Triangular twinning involves two municipalities in developed nations with a community in the Third World. Triangular twinning is an initiative Canadian municipalities have yet to engage in.

As the multicultural, multiracial character of Canadian communities continues to expand, linkages with the homelands of new Canadians can prove very useful. As municipalities endeavour to serve all groups within the community, twinning can lead to a better understanding and sensitivity towards diverse cultural groups. These activities can significantly improve interracial and inter-ethnic group relations.

Peace has been another important objective of municipal twinning in Canada. At the FCM's 1985 Annual Conference, Douglas Roche, Canada's Ambassador on Disarmament recommended that:

> "the FCM consider ways of expanding the twinning process so that many more Canadian municipalities decide to twin with Soviet and East European municipalities."

Direct interaction and individual human

contact is essential towards building a foundation for lasting peace. Twinning has great potential to ease the tensions and mistrust that often characterize contemporary international relations.

In terms of public administration, twinning can prove valuable. Twinned municipalities often discover they have many shared interests and concerns, and can learn through assisting one another. A twinning arrangement establishes the framework for a two-way flow of expertise.

Thus, municipalities can realize numerous social and economic benefits from twinning. Most large cities in Western Europe, the United States and East Asia have established several twinning relationships. Twinning is still relatively uncommon in Canada.

THE FCM AND TWINNING

The FCM has recognized the growing importance and popularity of twinning among Canadian municipalities. Accordingly, it has begun to service its members in this area.

A library of materials, newsletters, information packages and directories from other countries are being assembled for use by the FCM, its members and others. The FCM is responding to an increasing number of requests for information and assistance on twinning, both from Canadian municipalities and organizations representing foreign communities. It is establishing contacts with Canadian and foreign agencies which can be drawn upon to gather information and facilitate organizing and expanding twinning relationships.

Furthermore, the Task Force on International Programs supports Canadian involvement in municipal twinning and has initiated two twinning related projects.

In response to requests from members, the FCM has published a second edition of a directory of Canadian municipalities with international twins. The directory, titled A Practical Guide to Municipal Twinning, was prepared with financial assistance from the federal government. It features a list of Canadian communities and their twins and also includes general guidelines on twinning.

The Task Force, which in addition to twinning also supports municipal professional exchanges, has combined these two objectives in the Municipal Professional Exchange Project (MPEP). With financial assistance from the Canadian International Development Agency, the FCM funds travel, accommodation and per diem costs of Canadian municipal officials going abroad and their counterparts coming to Canada. Exchanges last approximately three weeks and cover a range of municipal management and technical areas.

These activities represent the initial steps toward a central role for the FCM in supporting and encouraging municipal twinning. They also represent the first cooperative efforts between the FCM and the federal government in the international field.

Another CIDA funded project administered by the FCM, the Chinese Open Cities Project, has a $500,000 budget to facilitate training activities between twinned Canadian and Chinese municipalities. These funds are available for human resource development activities, either in Canada or China, where a twinning relationship already exists.

The FCM will continue to establish contacts with Canadian and international organizations. The FCM will perform the role of a central information centre providing services such as advice on procedures for twinning, a list of twinned municipalities and information through FORUM on activities in general.

The opportunities to engage in twinning relationships and activities are enormous. The resources available to make twinning as active and community-oriented as possible are considerable. The costs of twinning can be low, yet the benefit to the communities involved can be significant. The demand for support services from the FCM is expanding and will continue to grow as more municipalities become involved in twinning. Municipalities are looking for guidance and assistance in developing meaningful and useful ties with other communities. The FCM can play a central role to intensify intermunicipal cooperation nationally and internationally.

The International Office at FCM is responsible for administering MPEP and directing the Chinese Open Cities projects. Assistance to new and existing twinned municipalities is also provided by the International Office.

The Task Force on International Programs recommends that the FCM:

1. Encourage member municipalities to

establish twinning relationships with communities in Canada and in foreign countries.

2. Act as the coordinator and catalyst to facilitate municipal twinning activities for purposes of friendship, peace, aid and trade.

3. Act as a central information centre by collecting and distributing information on twinning to assist municipalities interested in establishing or expanding twinning relationships.

4. Urge the federal government to support municipal twinning activities by:

   (i) making available the services of their foreign offices;

   (ii) providing financial support for twinning activities; and

   (iii) providing financial assistance to publish an updated version of the Canadian municipal twinning no less than every two years.

5. Continue to expand contacts with agencies in Canada and abroad that are in a position to identify candidate municipalities for twinning and facilitate twinning activities, and to provide opportunities for enhanced municipal cooperation. In particular, the FCM should:

   (i) complement and reinforce the activities of the Town Twinning Association of Canada;

   (ii) take steps towards participation in the International Union of Local Authorities (IULA) by seeking support of the federal government.

6. Consider convening a workshop for Canadian municipalities with foreign and domestic twins.

Approved Annual Conference 1988

SECTION 1

POLICY STATEMENTS
CATEGORY A RESOLUTIONS

MUNICIPAL FINANCE

INTRODUCTION

Municipal financing is a fundamental and longstanding preoccupation of all municipalities in Canada. It has been the subject of almost constant review and study by academics, governments and others. There is now an immense body of literature which identifies municipal concerns and points to ways to improve municipal financing policies in various jurisdictions across Canada. Much of this material is complex and is often criticized for its academic orientation or failure to take into account political realities of fiscal relations among the three orders of government.

The dynamic nature of municipal financing is a reflection of the constantly evolving arrangements between municipalities and their provincial governments, as well as the changing fiscal arrangements between the federal and provincial governments. In the final analysis, municipal financing policies do not conform to a rigorous model or rationale which sets out what should exist and why. Rather, they represent the outcome of decisions which cover a wide variety of economic, social, financial and political factors. The ever-changing nature of municipal, provincial and federal decisions makes it difficult, if not impossible, to describe comprehensively and precisely the state of the art in municipal jurisdictions at any one time.

Municipal financing is also complex because the assumptions underlying decisions are value judgments and, therefore, political in nature. For example, discussions on whether property taxes should be used for property services only, for property-related services and for social services, have no final answer except in the minds of the advocates for each position. Those who suggest some ultimate compromise to accommodate all positions may be told that their solution is theoretical because it ignores political realities.

There is no one model, rationale or set of criteria for municipal financing which would capture the unanimous consent of decision-makers within the federal system or, for that matter, within any one order of government or single government. Municipal financing and the allocation of resources in a community, are the product of the decisions of elected officials working in a democratic process where judgments are made about priorities and the appropriate use of resources to achieve them. This is the essence of politics. No magic formula can substitute for either the democratic process or political judgement, despite whatever dissatisfaction or frustration may exist about the apparent lack of logic, consistency, permanency or justice in the way in which municipal financing works anywhere in Canada.

CURRENT TRENDS AND CONCERNS

In Canada's federal system, the evolution of municipal financing policy will continue to be primarily in the hands of municipalities, their provincial/territorial associations and provincial/territorial governments. Even so, changes have made certain aspects of municipal financing a common concern among the vast majority of municipalities. These aspects are therefore, interprovincial and involve the federal and provincial governments. They have to do with the tax system and the changing role of municipal governments in Canada's governmental system.

The main and common concern of municipalities is their capacity to finance, predictably and responsibly, the increasing functions and responsibilities they are being given, either by statute or public expectation. Despite whatever debate may continue over what municipalities should be responsible for, the role of the property tax, how much financial autonomy municipalities ought to have and so on, it has become apparent over the last 25 years that municipalities will play an increasingly important role in Canada's social, economic, cultural and financial affairs. While their legal existence may be regarded as dependent on provincial law, their evolution into governments in their own right is a practical reality. The challenge is to recognize this reality and grasp the opportunities which it presents. The fundamental premise upon which municipalities now rest their case for changes in municipal financing is to permit them to become more effective partners in the federal system and better able to exploit their potential for the common good.

The traditional perception that municipalities are concerned only with extracting financial assistance from the other orders of government no longer holds. It does not accord with either their perception of themselves or the

changes that have occurred in the way in which municipal services are financed. The so-called "cap-in-hand" approach to municipal financing has been replaced by the appreciation by municipalities of their importance in the federal system, what they can contribute to Canada's growth and development. While the property tax remains the principal independent source of municipal revenue, it has declined dramatically in importance in financing municipal expenditures. Essentially, the property tax, because of its structure and application, is inequitable in its effects, and unresponsive to changing political or economic realities.

In most provinces municipalities have become increasingly dependent on transfers or subsidies from the federal and provincial governments. The emphasis on the use of conditional grants, and the uncertain nature of commitments from year to year, has been a cause for serious concern and frustration. These factors undermine a municipality's ability to govern properly in relation to both the interests of citizens and long-term budget planning and priorities. The practices of provincial and s terminating programs in mid-stream, often suddenly and with little, if any, consultation and or levying new taxes or changes on municipal administrations in the middle of their budget years remains a continuing problem. A recent example is the 1991 federal Budget increasing Unemployment Insurance premiums.

The central need is achieving change in the way in which municipalities finance their operations so that they may meet their growing responsibilities, ensure accountability, and develop their capacity to play an even more positive, productive and responsive role in Canada's political system.

INCREASED FINANCIAL BURDEN

It has become a common practice for the federal government to place increased financial pressure on municipalities. Recent instances of this are: the removal of federal sales tax exemptions for supplies used to construct municipal services including pollution control devices, the massive increase of commercial radio licence fees to municipalities, more frequent remittances of employee source deductions for income tax, termination of federal funding for infrastructure renewal and repeated modifications to the Unemployment Insurance Act.

The federal government should realize that municipalities have a limited tax base, and that the property tax is regressive. FCM understands the pressing necessity of federal deficit reduction, but strongly objects to the passing on of costs and responsibilities to other orders of government.

Governments should better assess the impact of their initiatives on vulnerable groups in society and on regional economies. The recent amendments to the Unemployment Insurance Act affect seasonal workers, older workers, women, youth, the disabled, immigrants and natives. Municipalities are directly affected because some of them have to provide social services to displaced persons. Regional economies also suffer because of the decreased local demand for goods and services.

GOODS AND SERVICES TAX

FCM also favours a direct relationship between a taxing authority and the tax payer for purposes of GST and other taxes. FCM does not favour an intermediary role for the provinces with respect to the imposition of GST on municipal operations because such a role would result in greater administrative complexity.

If any process might be held up as a model of how fiscal relations among governments ought to unfold, it would be the negotiations between FCM and the federal Minister and Department of Finance respecting the application of the GST to municipal operations. By committing to the principle of "no greater tax burden" on municipalities following the implementation of GST, the Minister implicitly recognized the essential and public service role of municipal governments and accepted the notion that the property tax should not be seen as a potential source of revenue for the federal government. By conducting negotiations with FCM, he recognized the capacity of FCM to represent effectively local government interests in federal matters. And by deploying his officials to conduct lengthy discussions with FCM he assured that the application of the GST to municipal operations would unfold as efficiently as possible with the least disruption. While FCM did not endorse the GST as a tax, it has high regard for the care and attention given to municipal concerns.

The achievement of a 57.14% rebate of GST paid on municipal operations is viewed by

those involved as FCM's largest single achievement.

FCM will continue to work with its members and with federal officials to resolve on-going issues respecting municipalities and the GST.

GRANTS IN-LIEU-OF TAXES

Property is the basis for the major source of revenue for municipalities. This tax base provides the funds for the provision of municipal services and amenities and is the capital against which the municipal government itself can borrow for various undertakings. Control over the property tax and the authority to set tax rates from year to year, gives municipal councils discretion in the setting expenditure priorities and the establishment of long-term financial commitments. This has become more important as municipalities have come increasingly to depend on grants from other orders of government, particularly conditional grants.

In recent years, municipalities have had difficulties controlling their own affairs while having to depend on financial assistance from other governments. Traditionally, the has paid property taxes to municipalities in the form of grants in-lieu-of taxes. The has chosen this mode of payment in order to maintain its constitutional prerogatives and special status in relation to provincial and municipal governments. The federal government has no wish to make itself subject to provincial and municipal taxation policies. By paying grants in-lieu-of taxes, the is able to meet its financial obligations to municipalities with respect to municipal services which benefit its various operations, while maintaining its constitutional autonomy and discretion. The latter enables the federal government to define its own financial obligations to municipalities in relation to the various federal operations in existence and, at the same time, assess its own property and establish its own rates.

Generally, municipalities have regarded grants in-lieu-of taxes as an acceptable alternative to the payment of property taxes. Over the years, through legislative changes, the federal government has moved closer to accepting its full financial obligation to municipalities. Nevertheless, some municipalities continue to encounter serious problems in persuading the to use its discretionary authority in a fair and reasonable manner.

The guiding principle is that a municipality should not be fiscally disadvantaged by the presence of federal property. But there remain anomalies and inequities that municipalities would like to see corrected.

The municipalities of the Yukon and Northwest Territories have within their boundaries "lands reserved for Indians". The jurisdictional dispute between the and the territorial governments' housing ministries creates unnecessary hardship for municipalities since neither agrees to pay grants in-lieu-of taxes. The federal and territorial governments should review their positions with regard to "lands reserved for Indians" in order to find a solution.

Further amendments to the Municipal Grants Act should also be made to ensure that the process for determining and paying grants-in-lieu of taxes by Crown corporations is similar to the process for federal departments. Currently, both the municipality and the Crown Corporation must appeal to the Municipal Grants Review Board. Crown Corporations often do not feel bound to make equitable and timely payments for grants-in-lieu of taxes in the same fashion as the Department of Public Works, namely 95% of the grant within a 50 day period of receipt of the application for a grant by a municipality. In other words, municipalities are not protected with respect to the payment and review process for Crown Corporations. The law should clarify the valuation standards, the payment process, guarantee the review by the Municipal Grants Review Board which should also see its mandate expanded to include Crown corporations.

Currently, the Municipal Grants Review Board makes recommendations to the Minister on conflicts arising from property evaluation. This process, while ensuring some measure of independence, fails to provide a binding adjudication mechanism and leaves potential for arbitrary decisions and ultimately for dissatisfaction. This in turn may lead to non-optimal use of the appeals mechanism.

As well, disputes over property values are only one aspect of the problem that need consideration. The scope of the appeals authority should therefore also be expanded to deal with problems involving exemptions. Fundamentally, the appeals authority should be empowered to deal with any case in which a municipality considers itself fiscally disadvantaged by the

presence of federal property.

"Third Party leasing" by Crown corporations and certain federal departments also causes difficulties for municipalities in collecting taxes from leases of federal properties. Municipalities do not have the authority to recover these losses through normal mechanisms and must launch costly legal actions. FCM urges the government to explore methods whereby this important problem can be resolved.

All these federal exemptions impose an additional burden on taxpayers. This is regarded as unfair, particularly for those municipalities where the portion of exempt properties is unusually high. FCM argues that since federal properties are provided for the general benefit of all Canadians, their full cost, including those placed upon municipalities, should be met by Canadian taxpayers.

There are also major assessment discrepancies between federal and provincial assessment and taxation policies. Certain types of property which are made exempt from federal taxation are assessed and taxed in most provinces. It is felt that federal and provincial properties should be treated in the same fashion, this would help to ensure that municipalities are not fiscally disadvantaged by the federal presence.

PARITY FOR ELECTED OFFICIALS IN ALL ORDERS OF GOVERNMENT

Given that special arrangements are in place with respect to the pension needs of federal members of parliament, FCM believes the federal government should amend the Income Tax Act to allow for provincial pension plans for local elected officials. Owing to the uncertain nature of municipal office, those who offer themselves as candidates and who are successful should be granted appropriate pension plan benefits. Municipal elected officials deserve similar treatment for pension purposes in relation to federal and provincial elected officials.

RECOMMENDATIONS

Whereas the Standing Committee on Municipal Finance recognizes that legislative changes may be necessary to implement some of the following, the FCM will:

1. urge the provinces, through provincial and territorial municipal associations, to dedicate a specific portion of income or sales tax revenues for local government financing;

2. urge to the extent possible, provincial governments, through provincial and territorial municipal associations, to shift their municipal financing arrangements to provide unconditional funding rather than conditional grants;

3. urge the federal government not to impose un-planned budgetary hardships on municipalities;

4. urge the federal government not to pass the burden of federal deficit reduction on to local governments given the limited tax base of municipalities and given the regressive nature of the property tax;

5. urge the federal government not to harm regional economies nor hurt the most vulnerable groups of society through its various fiscal initiatives;

6. urge the federal government to recognize the non-profit public nature of services delivered by municipalities because they provide emergency, health-related services and public transit services;

7. continue to monitor the application of the GST on municipal operations and take action as necessary with appropriate federal officials and ministries;

8. urge the federal government, when it pays grants-in-lieu of taxes to municipalities, to do so in a timely manner and based on provincial assessments on all forms of federal government properties; lands reserved for Indians, Crown Corporations; urge the federal government to resolve the problem faced by municipalities when collecting taxes from 3rd parties; and to respect the principle that a municipality should not be fiscally disadvantaged by the presence of federal properties in its boundaries;

9. urge the federal government to solve its jurisdictional and assessment differences with the provinces so as not to harm municipalities regarding payment of grants-in-lieu of taxes. The Municipal

Grants Act applying the grants in-lieu-of taxes should clarify the valuation standards, the payment process and guarantee review by the Municipal Grants Review Board which should see its mandate and authority expanded;

10. urge the federal government to amend the Income Tax Act to allow for pension plans for municipal elected officials similar to those of federal members of parliament.

Revised March 1991
Standing Committee on Municipal Finance

FIN91.1.02 - PRIVATIZATION OF PETRO-CANADA

WHEREAS the federal Minister of State (Privatization and Regulatory Affairs) and the federal government have acknowledged an intention to privatize Petro-Canada;

WHEREAS Petro-Canada Ltd. was established as an outflow of the energy crisis in the 1970's to provide Canadians with a "window" into the energy industry and security and control of a part of the Canadian oil industry;

WHEREAS the federal government's action to privatize is taking place at the time of a new energy crisis facing Canadians and in the absence of any national energy policy to protect Canada's interest;

WHEREAS the federal government's haste in fulfilling its intentions is not in the financial interests of Canada;

WHEREAS Petro-Canada has a role to play in the following areas:

(i) marketing alternative fuels and conservation technologies;

(ii) active negotiations in world oil trade;

(iii) a component of an oil\energy policy\program;

BE IT RESOLVED that the Federation of Canadian Municipalities urge the Prime Minister and Minister of State (Privatization and Regulatory Affairs) to delay implementation of a policy to privatize Petro-Canada during the present energy crisis to protect the interest of Canadians and allow full public input and debate on the proposal prior to a decision on the matter.

Submitted by: City of Windsor, Ontario

RECOMMENDATION: Category A; Standing Committee on Municipal Finance: Non-Concurrence.

DECISION:

FIN91.1.03 - GOODS AND SERVICES TAX

WHEREAS it is apparent that the GST as currently proposed is unacceptable;

WHEREAS the GST should meet:

- fairness in application
- harmony with provincial sales tax regimes
- simplicity in understanding and administration

BE IT RESOLVED that the Federation of Canadian Municipalities urge the Federal Government to delay its implementation until further deliberation addresses these issues;

BE IT FURTHER RESOLVED that a portion of GST be designated to debt reduction.

Submitted by: Union of British Columbia Municipalities

RECOMMENDATION: Standing Committee on Policies and Resolutions recommends that the first operative clause be categorized as D; and the second operative clause be categorized as A; Standing Committee on Municipal Finance recommends that the resolution be referred back to the Union of British Columbia Municipalities for reconsideration in view of the recent budget.

DECISION:

FIN91.2.01 - FUNDING OF ESSENTIAL SERVICES TO NATIVE POPULATION

WHEREAS many municipalities in Canada are

required to supply additional funding for education, health care, ambulance service, police, fire protection, social services and other essential services.

WHEREAS included in these municipalities are reserves with high native populations which are a major user of these essential services without a financial contribution to the operating cost.

BE IT RESOLVED that the Federation of Canadian Municipalities begin negotiations with the Department of Indian Affairs and the Secretary of State to establish a formula to provide equal funding to municipalities for supplying these essential services.

Submitted by: Town of High Level, Alberta

RECOMMENDATION: Category A; Standing Committee on Municipal Finance recommends the addition of "and surrounding" in the second descriptive clause, to read: "included in and

surrounding these municipalities": Concurrence with the amended resolution.

DECISION:

FIN91.2.03 - AMENDMENT TO THE INDIAN ACT

WHEREAS Bill C-115 amends the Indian Act to extend and strengthen Indian Band Taxation powers;

WHEREAS Bands may enact bylaws subject to the approval of the Indian Taxation Advisory Board and the Minister of Indian and Northern Affairs Canada, to tax both native and non-native occupiers of Band lands;

WHEREAS municipalities are required to vacate the taxation of Band lands where the Band has the approval and imposes taxation on the lands;

WHEREAS municipalities that have been notified that the Indian Bands will impose and be responsible for their own taxation systems, must negotiate "servicing agreements" with the Bands for those services provided by the municipalities;

WHEREAS the legal authority of Bands to enter into agreements is uncertain as is the right of the party to the agreement to enforce its terms and conditions through the Courts;

BE IT RESOLVED that the Federation of Canadian Municipalities urge the Minister of Indian and Northern Affairs Canada to amend the Indian Act to clarify the ability of Bands to negotiate and enter into agreements on behalf of their members.

Submitted by: District of Chilliwack, British Columbia

RECOMMENDATION: Category A; Standing Committee on Municipal Finance: Concurrence

DECISION:

FIN91.2.07 - POLICING COSTS FOR RESERVES

WHEREAS policing costs have become inordinately high for most cities, towns and villages employing R.C.M.P;

WHEREAS cities, towns and villages servicing areas designated as reserved areas for wards of the federal government have substantially higher than average per capita crime rate;

WHEREAS policing costs for such municipal jurisdictions increase disproportionately from the influx created by residence from the designated areas;

BE IT RESOLVED that the Federation of Canadian Municipalities urge the federal government to recognize the problem of these reserved areas and assume through adequate funding its responsibility for the policing costs.

Submitted by: Manitoba Association of Urban Municipalities and City of Thompson, Manitoba

RECOMMENDATION: Category A; Standing Committee on Municipal Finance: Non-concurrence

DECISION:

FIN91.2.14 - TAX LOSS ON NEW INDIAN LANDS

WHEREAS municipalities will have property removed from the assessment roll as a result of negotiated Indian treaty entitlements or specific land claims;

WHEREAS a treaty commissioner recommended last May that compensation be provided in the form of a one-time lump sum payment equal to ten times the current municipal property tax;

WHEREAS this compensation would be insufficient to offset the effects of inflation on expected service costs and foregone tax revenues (including potential resource revenues);

BE IT RESOLVED that the federal government be urged to support the principle of providing ongoing compensation to match continuing costs and revenue losses rather than a one-time lump sum payment.

Submitted by: Saskatchewan Urban Municipalities Association

RECOMMENDATION: Category A; Standing Committee on Municipal Finance: Concurrence

N.B.: In the second descriptive clause, the name of the Treaty Commissioner "Cliff Wright" has been removed.

DECISION:

FIN91.2.02 - R.C.M.P. CONTRACTS AND G.S.T.

WHEREAS most municipalities throughout Canada have chosen to contract with the Royal Canadian Mounted Police to provide police services;

WHEREAS a portion of the contract cost will be for recovery of costs to acquire products and services required by the R.C.M.P. in the performance of the contract and upon which they will have been required to pay the G.S.T.

WHEREAS the invoices to municipalities for the R.C.M.P. contract does not identify the portions of the contract costs subject to G.S.T. nor the amount of G.S.T. paid;

BE IT RESOLVED that the Federation of Canadian Municipalities write to the federal government urging them to either:

a) exempt the R.C.M.P. from having to pay G.S.T. on products and services required in the performance of their contracts with Municipalities; or

b) that the G.S.T. paid by the R.C.M.P. be identified as a separate line of the invoice to municipalities in order that they may claim the appropriate refund, or;

c) that the G.S.T. paid by the R.C.M.P. be costed separately as a federal R.C.M.P. expenditure and not be included in the costs that are invoiced to municipalities.

Submitted by: District of Maple Ridge, British Columbia

RECOMMENDATION: Category A; Standing Committee on Municipal Finance: Concurrence

DECISION:

FIN91.2.04 - R.C.M.P. FINANCIAL REPORTS

WHEREAS costs to provide police services is the single largest cost item to municipalities;

WHEREAS municipalities are required to establish budgets and set taxation rates to generate revenue to pay for this service (and other services) in accordance with stringent guidelines (e.g. Municipal Act);

WHEREAS the existing financial reporting and invoicing systems of the R.C.M.P. to those municipalities who have contracted with the R.C.M.P. is not conductive to good financial management practices of municipalities;

BE IT RESOLVED that the Federation of Canadian Municipalities write to the Minister responsible for the R.C.M.P. to establish a venue through which municipalities can request and obtain financial reports and invoices that respond to the needs of those municipalities.

Submitted by: District of Maple Ridge, British Columbia

RECOMMENDATION: Category A; Standing Committee on Municipal Finance: Concurrence

DECISION:

FIN91.2.13 - R.C.M.P. CONTRACT COSTS

WHEREAS R.C.M.P. contract negotiations are taking place between the federal and provincial governments for a new ten-year contract (current ten-year agreement end March 31, 1991);

WHEREAS the federal government has been shifting the financial burden on local governments for many programs and services;

WHEREAS municipal governments are gravely concerned about the future of law enforcement in their communities;

BE IT RESOLVED that the Federation of Canadian Municipalities urge the federal government to stop the off-loading of R.C.M.P. costs onto municipal governments.

Submitted by: Saskatchewan Urban Municipalities Association

RECOMMENDATION: Category A; Standing Committee on Policies and Resolutions recommends addition of "and provincial and territorial governments through the provincial/territorial municipal associations" after "the federal government" in the second descriptive clause and in the opearative clause; Standing Committee on Municipal Finance: Concurrence with the amended resolution.

N.B.: The phrase "senior governments" has been replaced by "federal government" in the text.

DECISION:

FIN91.2.09 - FEDERAL GOVERNMENT OFFLOADING OF FINANCIAL OBLIGATIONS

WHEREAS the federal government provides 26% of the funding of the province, and the senior governments provide 13% of the City of Regina's operating funding.

WHEREAS the federal government has significantly reduced transfers to the provinces in their last budget, and have prior to that eliminated the rental component of the Residential Rehabilitation Assistance Program (RRAP);

WHEREAS the federal government has raised municipal operating costs by increases or changes to fuel excise taxes, the Canada Pension Plan, the Unemployment Insurance plan, radio licence fees and the implementation of the Goods and Services Tax (G.S.T);

WHEREAS the province has similarly impacted municipalities by the reduction or elimination of operating and capital grant programs, by changing eligibility criteria for conditional grants, by increases to fuel and sales taxes, and by increased levies for hospitals, courts, social services, and workers compensation;

WHEREAS other orders of governments continue to reduce funding and increase costs to municipalities;

BE IT RESOLVED that the Federation of Canadian Municipalities petition the federal and provincial governments to consult with urban municipalities to determine the means by which adequate funding is made available to cover the costs imposed by the other orders of government. By doing so municipalities will be financially able to continue to maintain current levels of service delivery.

Submitted by: City of Regina, Saskatchewan

RECOMMENDATION: Category A; Standing Committee on Policies and Resolutions recommends deletion of first descriptive clause; addition of "through the provincial/territorial, municipal associations the" in the operative clause;

Standing Committee on Municipal Finance: Concurrence with the amended resolution.

DECISION:

FIN91.2.11 - TRANSFER PAYMENTS

WHEREAS federal Transfer Payments to the province are targeted to help pay for social services, education and health care;

WHEREAS any federal reduction, or capping, of the amounts forwarded for these programs has a direct, or indirect, impact on the costs of municipal programs and impairs the ability of municipalities to deliver social programs;

WHEREAS demand for these programs is increasing because of the economic downturn, growing number of refugees and immigrants seeking social assistance, and changes in the Unemployment Insurance Act;

BE IT RESOLVED that the Federation of Canadian Municipalities express municipal concerns, in the strongest possible way, about the need for Federal Transfer Payments not to be capped, cut or restricted in any way.

Submitted by: City of Edmonton, Alberta

RECOMMENDATION: Category A; Standing Committee on Municipal Finance: Concurrence.

DECISION:

FIN91.2.15 - GST DEREGISTRATION PERIOD

WHEREAS many smaller towns and villages may have less than $30,000 taxable sales as defined under Canada's Goods and Services Tax legislation;

WHEREAS many of these towns and villages may elect not to register under the GST legislation and thus decide not to charge GST on any of their services to their residents or any other recipients of services which would otherwise be taxable;

WHEREAS from time to time a municipality may enter into a transaction that could cause the municipality to cross the $30,000 threshold and thus mandatorily require registration;

WHEREAS deregistration from the GST can occur only after a minimum registration period of one

year;

BE IT RESOLVED that the Federation of Canadian Municipalities request Revenue Canada to amend its legislation to permit the continued non-registration of a municipality, notwithstanding the event of an extraordinary transaction that might place it in a position to require immediate registration.

Submitted by: Saskatchewan Urban Municipalities Association

RECOMMENDATION: Category A; Standing Committee on Municipal Finance: Concurrence; Standing Committee on Small Urban and Rural Communities: Non-concurrence.

DECISION:

FIN91.2.16 - RENTAL RATES FOR AIRPORT TENANTS

WHEREAS the City of Kamloops, British Columbia has been required to "write off" municipal tax receivables owed by Ministry of Transport airport lessees in 1990 because they were uncollectable;

WHEREAS at least fifteen Canadian municipalities have lost more than $180,000 over the last seven years in the same circumstances;

WHEREAS the Minister of Public Works has advised in his letter to the Mayor of North Saanich that "the problem does not appear to be sufficiently widespread to warrant my seeking the changes to Federal policy and Provincial legislation that would be required in order to include commercial tenant-occupied property within the scope of the Municipal Grants Program";

BE IT RESOLVED that the Federation of Canadian Municipalities urge the federal Minister of Public Works to consider establishing rental rates for airport tenants which include the appropriate levy for local municipal school and other taxes.

Submitted by: City of Kamloops, British Columbia

RECOMMENDATION: Category A; Standing Committee on Municipal Finance: Concurrence.

DECISION:

FIN91.2.17 - CANADA ASSISTANCE PLAN CUTBACKS

WHEREAS the Canada Assistance Plan (CAP) which began in 1966, is designed to assist the provinces to provide adequate welfare and social services for people in need;

WHEREAS Bill C-69 would place a 5% limit on the increases in federal funds for social assistance and social services in only three provinces, Alberta, British Columbia and Ontario until 1996;

WHEREAS current access to the federal CAP funds is determined by individual need rather than place of residence in Canada;

WHEREAS social spending restraints on the part of the federal government may have serious trickle-down consequences for citizens in need;

BE IT RESOLVED that the Federation of Canadian Municipalities request the Minister of Health and Welfare to rescind the 5% limit on Canada Assistance Plan funding immediately;

BE IT FURTHER RESOLVED that the Federation of Canadian Municipalities establish a task force to review and research the longterm implications of these fiscal restraints on Canadian municipalities and make appropriate recommendations to the federal government.

Submitted by: City of Lethbridge and Strathcona County, Alberta

(Consolidated From Resolutions MISC91.2.07 and MISC91.2.10)

RECOMMENDATIONS: Category A; Standing Committee on Policies and Resolutions recommends addition of "in municipalities" in the fourth descriptive clause after the word "need"; Standing Committee on Municipal Finance: Concurrence

DECISION:

SECTION 1

POLICY STATEMENTS
CATEGORY A RESOLUTIONS

MUNICIPAL INFRASTRUCTURE

THE PROBLEM AND THE FCM RESPONSE

If, as Arnold Toynbee suggested, "the state of the built environment is a function of a society", then our society is crumbling. The poor state of our infrastructure is a sign that the viability of our cities and towns is declining. Something must urgently be done or Canadian municipalities and their environment will suffer for generations to come.

In 1983 FCM created a Task Force on Municipal Infrastructure to assess the magnitude of the municipal infrastructure problem and to develop means to deal with it. A study entitled "Municipal Infrastructure in Canada: Physical Condition and Funding Adequacy" was carried out by a technical committee comprised of senior municipal officials and academics and published in January 1985.

The study concluded that:

- there is a serious municipal infrastructure problem in Canada. Such essential facilities as roads, sidewalks, bridges and sewer and water systems are in poor condition and deteriorating rapidly;

- there are high costs in bringing the most severely deteriorated infrastructure to an acceptable level. Although the major responsibility for financing municipal infrastructure lies with local governments and local users, the cost of the repairs identified represented additional $12 billion beyond normal municipal spending on public works, or a 6.75% increase in total municipal budgets - this amount is too great to be borne exclusively by municipalities;

- delays in repair and replacement have increased operational costs to municipalities while compounding the total cost for a major national infrastructure program. The estimated cost has now risen from $12 to over $15 billion;

- costs should be shared equally by the three orders of government at a rate of 3 billion dollars per year over five years;

- if interest rates did not significantly change during repair, the net positive effect of this program on the GNP would be greater than the expenditure. An increase in employment over five-years of 222,000 - 285,000 persons years was forecast; and

- construction and manufacturing would benefit, particularly from direct municipal investment. As well, higher household incomes would increase expenditures on residential purchases and improvements.

Several factors have contributed to the continuing problem of municipal infrastructure deterioration: pressure on public sector budgets; deficit reduction policies; rapid inflation without corresponding tax increases; high interest rates; obsolescence of much of the infrastructure built following the Second World War; termination of Federal funding of municipal infrastructure and a reduction of provincial funding.

Serious concerns about the state of municipal infrastructure have been widely expressed. Organizations such as the Canadian Construction Association, the Canadian Federation of Labour, the Canadian Union of Public Employees, the Association of Consulting Engineers of Canada, the Transportation Association of Canada and the Canadian Home Builders Association have called for increased public investment in municipal infrastructure.

FCM ACTION

In the mid 80's, FCM launched the Big Fix Campaign to raise an additional $15 billion in public investment for municipal infrastructure, to be cost-shared equally among federal, provincial and municipal governments over five years.

To promote the interchange of information and expertise on management of information systems, FCM helped create the Canadian Water and Wastewater Association, a national organization whose members are municipal officials with a mandate to provide a national voice for the owners of the nation's municipal water and wastewater systems. FCM also launched a series of conferences on municipal infrastructure to draw public attention to the issue

and to explore its technical and political implications.

Largely as a result of FCM action, at the 29th Annual Premiers' Conference held in Saskatoon in August 1988, the Premiers urged the federal government to commit itself to providing dedicated funding so provinces and municipalities could plan to meet the ongoing challenge of maintaining and extending municipal infrastructure.

Infrastructure was also discussed during the last electoral campaign and included on the agenda of the provincial Premiers Conference held in November 1989. Other promising developments have been the commitment to a broad urban infrastructure program, made in 1990, by both the Liberal Party of Canada and the Federal NDP, as well as the regional tri-partite agreements on infrastructure arrived at under the ERDA program. What is missing now is a firm and unambiguous federal commitment to infrastructure renewal.

FCM'S COMMITMENT TO FIVE BASIC PRINCIPLES

FCM's underlying motives and rationale for its position on infrastructure are based on five basic principles. These represent some of the reasons why the federal government cannot deny its responsibility towards municipal infrastructure. The five principles are:

1. the need for access to clean water by all Canadians;

2. the need for adequate sewage disposal systems which protect our environment;

3. the need for safe roads and bridges especially when cutbacks in other forms of transportation are putting extra stress on existing infrastructure;

4. the need for the federal and provincial governments to contribute to the huge initial capital cost to upgrade infrastructure; and

5. the need for municipalities to implement user fees for the maintenance of water and sewer systems as well as for resource conservation.

ARGUMENTS TO GET THE FEDERAL GOVERNMENT TO THE TABLE

These facts militate in favour of federal involvement in urban infrastructure renewal:

1. The federal government's participation for over fifty years in infrastructure funding establishes an historical precedent;

2. for every dollar municipalities spend on public services such as roads and sewer systems, the federal government reaps substantial revenues through income and sales taxes. The Government of Canada should be a partner in hard public services, not simply a benefactor from their construction;

3. because quality infrastructure is essential to the well-being of the Canadian economy. Particularly in the context of the Canada-U.S. Free Trade Agreement, good infrastructure is a major strategic advantage for Canadian municipalities in attracting private investment. The federal government has a responsibility to ensure that opportunities for economic growth are seized upon;

4. because the Canadian environment is suffering badly owing to inadequate or absent sewage treatment facilities and because inadequate treatment leads to transboundary pollution;

5. because Canadians demand action on environmental degradation, and because Canadians have a right to clean, toxic-free water;

6. because federal legislation and regulation with respect to environmental protection have substantial cost implications for Canadian municipalities. Municipal costs which result from Federal legislation must be offset by some financial compensation from the Government of Canada;

7. because the federal government, through taxes on petroleum products, realizes enormous tax revenues from the users of roads, but none of this revenue returns to municipalities which are charged with the construction and maintenance of roads;

8. because of federal responsibility for rail

transportation. Whenever the federal government agrees to the abandonment of rail lines, or cuts passenger rail service, costs are transferred to municipalities for the increased maintenance required on municipal roads; and

9. because all provinces, territories and municipalities deem such Federal participation to be of critical importance and have demanded it.

ALTERNATIVE STRATEGIES

FCM's infrastructure strategy should develop along three phases.

Phase One:

Phase One is a short term strategy geared to promoting and assisting in the signing of regional infrastructure agreements.

The objective of Phase One should be to ensure the greatest possible federal contribution to infrastructure renewal. The strategy should be to promote the signing of regional infrastructure agreements under the ERDA program. A recent example of this is the Canada-Manitoba Agreement on Municipal Water Infrastructure for Rural Economic Diversification.

FCM can play a role in this by coordinating the dissemination of infrastructure information and lobbying federal politicians with a regional power base in cooperation with its provincial and territorial affiliates.

Phase Two:

Phase Two is a medium term strategy geared to preparing the ground for the next federal election (it is important to note that both the NDP and Liberals are committed to major infrastructure works).

The objective of Phase Two should be to prepare the ground work for the next federal election. In this instance FCM can build on the work it has done over the past few years. A number of the approaches taken in the Big Fix Campaign could be revisited and upgraded.

One special activity which may be considered prior to a general election is a national infrastructure conference featuring three major topics: financing, research, and the politics of infrastructure. This would serve to raise the profile of the issue and provide a venue to secure political commitment on this issue from the opposition parties if not the federal government.

In this regard, there is one element of the Federal Green Plan which merits closer scrutiny and that is the commitment to sponsor a national conference on water use. While this conference is designed primarily to promote economic control of water resources, it may offer FCM an opportunity to raise the profile of the infrastructure issue at a critical time, just before a Federal election.

Phase Three:

Phase Three is a long term approach which would include public education and research geared not only to federal and provincial decision makers but to municipal councils and the general public. Its objective would be to ensure the sustainability of infrastructure renewal.

Sustainability will be predicated on three conditions being met: the availability of private and public capital; political will; and technology. This would mean following a strategy geared to changing public values regarding infrastructure as well as promoting research and development to ensure that Canada is on the leading edge of technology.

Political will must be shown by the three orders of government to ensure the sustainability of infrastructure renewal. This means municipal governments must be encouraged to make of this issue a political priority, to do otherwise would be to invite cynicism on the part of the federal government.

FCM subscribes to the long standing federal argument that user fees are an appropriate source of funding. However, user fees alone are not sufficient to deal with the whole infrastructure problem. Also, caution is necessary when establishing water pricing policies as high rates could drive away private sector investment.

RECOMMENDATIONS:

FCM will:

1. undertake a public education campaign. This would include working with its provincial/territorial affiliates to hold workshops on municipal infrastructure in

the framework of their annual meetings. As well, this would include the development of communications material which would be differentiated according to target group. Some of these would be: secondary and post-secondary institutions, the media and financial institutions;

2. reaffirm its commitment to the concept of user fees as a mechanism to contribute to the maintenance of municipal infrastructure;

3. create a Standing Committee on municipal infrastructure to replace the Task Force in order to underline its commitment to the sustainability of infrastructure development;

4. assist its provincial and territorial affiliates in securing regional infrastructure agreements;

5. develop a lobbying and communication strategy on infrastructure, predicated on environmental principles, as well as on the recovery of road user charges; and

6. submit to Environment Canada a proposal to collaborate in the organization of a national conference on water use under the framework of the Green Plan.

Revised March 1991
Task Force on Municipal Infrastructure

MI91.2.01 - INFRASTRUCTURE STANDARDS

WHEREAS the Supreme Court of Canada recently ruled that the St. John's Metropolitan Area Board was liable in nuisance for the damage caused to a specific household by a backup during an exceptionally heavy rainfall;

WHEREAS the particular sewer system met all design standards of the day and was regularly maintained;

WHEREAS the Supreme Court decided that on the basis of the law of nuisance and in the absence of appropriate design standards established by the elected body, the Board became responsible for damage from storms which were beyond the design capacity of the system;

WHEREAS a perfect infrastructure system is realistically not achievable, the degree to which failures are tolerated is defined by the level of service provided;

WHEREAS appropriate levels of service are determined by public entities after knowledgeable consideration of relevant factors such as cost, resources, community priorities and local conditions;

BE IT RESOLVED that the Federation of Canadian Municipalities urge provincial governments to enact legislation, similar to legislation in British Columbia, which exempts municipalities from claims in nuisance with respect to infrastructure systems;

BE IT FURTHER RESOLVED that the Federation of Canadian Municipalities coordinate a national effort to establish general infrastructure standards which are realistic, which allow for variations in local conditions, and which can be adopted by elected officials in conjunction with a consideration of relevant factors.

Submitted by: City of Vancouver, British Columbia

RECOMMENDATION: Category A; Standing Committee on Policies and Resolutions recommends consolidation with **MI91.2.03**;
Task Force on Municipal Infrastructure recommends that the resolutions be dealt with separately.
The following amendments to **MI91.2.01** are proposed: the addition of "through provincial/territorial municipal associations" in the first operative clause after "provincial governments"; deletion of the second operative clause: Concurrence with the amended resolution.

DECISION:

MI91.2.03 - WATER AND SEWER CLAIMS

WHEREAS the purpose of municipal government is to provide service to the public;

WHEREAS increased liability for these services impairs the ability of municipalities to provide services because of higher costs for insurance and claims and to avoid incurring liability;

WHEREAS municipalities believe that liability with respect to public works should be based on negligence only;

BE IT RESOLVED that the Federation of Canadian Municipalities lobby all orders of government to limit liability for municipal public works to negligence only.

Submitted by: City of Regina, Saskatchewan

RECOMMENDATION: Category A; The Standing Committee on Policies and Resolutions recommends consolidating with **MI91.2.01**;
Task Force on Municipal Infrastructure recommends that the resolutions be dealt with separately: Concurrence with **MI91.2.03.**

N.B.: In the operative clause "senior government" has been changed to "all orders of government".

DECISION:

SECTION 1

POLICY STATEMENTS
CATEGORY A RESOLUTIONS

MUNICIPALITIES AND THE NATIONAL TRANSPORTATION NETWORK

INTRODUCTION

Under the Canadian constitution, the federal government is responsible for interprovincial transportation, while provincial and territorial governments are responsible for intra-provincial and local transportation; these in turn delegate responsibility for local transportation to municipal or regional governments.

The efficient transportation of people and goods, taken in its broadest context, is a continuing concern for local governments. It has economic, environmental and safety implications that municipalities simply cannot ignore. All regulation of transportation modes by federal and provincial governments impact on the transportation system at the local level. Because of this, for several years, FCM's Standing Committee on National Transportation has been working with municipalities across the country to articulate common views on national transportation policy.

With respect to passenger transportation, FCM has always supported the provision of a cost effective rail passenger service connecting Canadians from coast to coast. FCM has also urged the federal government to introduce legislation which would provide provincial commuter rail authorities with expanded rights on rail corridors and has championed a meaningful federal financial participation in urban transit (as in the former UTAP Program).

Recognizing that the economic well-being of Canadian municipalities depended on a safe, efficient, and flexible transportation network, FCM, in 1987, expressed its support for federal efforts to increase competition in the railway mode. But the government's concomitant deregulation of for-hire trucking has led to overcrowding of our highways with larger and heavier trucks. Municipalities provide more than 66% of the roads in Canada and are now facing added infrastructure costs directly related to these legislative changes.

THE EFFECT OF TRUCKS ON MUNICIPAL ROADS AND HEAVY VEHICLE WEIGHTS AND DIMENSIONS

Municipalities are concerned with the volume, size and weight of heavy vehicles. Trucks generate more wear and tear of roads than cars, they emit more pollutants; they are noisier and they take up more roadway space.

FCM reviewed the Interprovincial Vehicle Weights and Dimensions Requirements (approved by the Council of Ministers responsible for Transportation and Highway Safety in February 1988) and endorsed the principle of uniform regulations for interprovincial trucking across Canada to increase safety and efficiency. These, however, must be developed while taking into consideration pavement strength and geometric design of both public streets and highways and entrances and throughways on private property.

The vehicle weights and dimensions now being implemented are largely based on the Roads and Transportation Association of Canada (now Transportation Association of Canada) report to the Council of Transportation Ministers entitled "Recommended Regulatory Principles for Interprovincial Heavy Vehicle Weights and Dimensions" presented in September 1987.

FCM has long promoted an infrastructure renewal program based on cost-sharing by the three orders of government. Until such a program is adopted or other solutions are found, municipalities are unable to fund essential road maintenance and renewal efforts adequately. In principle, FCM supports the examination of a user-pay policy. The role of the heavy vehicle or trucking industry should therefore be considered. Municipalities do not believe that trucks pay their fair share of road repair and construction. While trucks pay federal and provincial excise and sales taxes, municipalities lack access to such taxes for the expansion and maintenance of municipal roads.

Weight Standards

FCM accepts the maximum weight standards proposed by RTAC and subsequently endorsed by the Council of Ministers:

These weight limits are set in order to ensure that highway and road structures can bear traffic without undue damage to road quality. RTAC studies have shown that overloading of axles by 10% over the recommended maximum weights causes a 28% increase in road wear. Strict enforcement of these maximum weights is

essential.

Lift Axles

FCM urges a prohibition in all provinces and territories of both lift and belly axles. This type of equipment causes overloading of the pavement at intersections and on interchange ramps when the axles are lifted to negotiate curves, leaving too few wheels on the road to distribute the weight safely. FCM supports the recommended demonstrations and tests for self-steer axles in order to establish the feasibility of phasing out lift axles.

Dimension Standards

Length

FCM opposes the RTAC proposal to increase overall permissible lengths from 23 metres to 25 metres because the design of intersections cannot accommodate longer vehicles. The Council of Ministers' decision to leave overall lengths at 23 metres is applauded. Demands for pedestrian safety and appropriate truck turning radii prohibit the use of a longer wheel base in congested commercial areas. Urban streets cannot, in most cases, be expanded to accommodate longer trucks.

RTAC had recommended a box length of 16.2 metres for trailers, 20 metres for "B" trains and 18.5 metres for "C" trains. These lengths make accidents at intersections inevitable and require trucks to violate regulations specifying vehicle turning movements at intersections.

Increased box lengths would also conflict with current zoning standards for loading docks which were designed for 12 to 13.6 metres. Trailers that are 14.5 metres, currently legal in some provinces, and the proposed 16.5 metres will not fit in existing loading bays and will not have adequate maneuvering space. In some locations these trailers would block sidewalks and streets while they are being loaded or unloaded.

Wheelbase

Under the new regulations, semi-trailers retain the RTAC recommended wheelbase of 12.5m and have a maximum of 35% overhang. To make semi-trailers more compatible with current road standards, the maximum wheelbase should be reduced to 10.5m with the rear overhang at 35% of the wheelbase or 3.6 metres. This would enable semi-trailers to operate within the "rules of the road" at more intersections, reducing wide right turns which lead to accidents.

Federal Emission Control Standards

FCM responded to Transport Canada's Plan to Identify and Assess Future Emission Reduction Opportunities. The FCM strongly reaffirmed support for initiatives to reduce emissions from motor vehicles. Four principles were enunciated:

1. Emission controls should be based on engine size and not vehicle size.

2. Emission controls should be based on miles travelled or hours of operation and not vehicle size.

3. Emission controls should include controls on the amount of particulate matter released by internal combustion engines.

4. Emission controls should include controls on the amount of time engine idling is allowed.

While more stringent emission controls and their enforcement are important, a greater emphasis on other more efficient and environmentally-friendly modes of transportation is key to saving the global environment.

WHERE RAIL MEETS ROAD

Federal Contributions to Railway Grade Separations

The need for a continuing program of railway grade separation construction and re-construction to meet demands for increased safety, efficiency and effectiveness in rail and road transportation is quite apparent. According to the National Transportation Agency's (NTA) own records, well over 200 crossings at grade meet federal traffic requirements justifying grade separations.

The federal government allowed the Urban Transit Assistance Program (UTAP) to lapse, leaving a void in the efforts of municipal governments to improve local transportation systems upon which the national economy depends. As a final act of disengagement from this field, the Federal Government announced in October 1990, that it would not contribute any

funds to grade separation projects. This formalized a situation which has existed in fact for several years.

The risk to communities bisected by major railway lines with no grade separations can be reduced with the construction of even one critical grade separation. This is particularly crucial where emergency response facilities such as hospitals, police and fire stations are on the side of the railway line remote from frequent accident sites such as highways and possible high risk centres such as chemical plants, oil storage and refineries. In these locations, long, slow freight trains can close all available crossing points for five minutes or more. This is an unacceptable wait for emergency services when lives are at stake.

To respond adequately to these needs for emergency service and the growth of both road and rail traffic near major economic centres, FCM maintains that at least 20 new railway grade separations a year are required. A rolling five-year capital plan must be established to enable federal, provincial/territorial and municipal governments to identify, design and construct grade separations within a typical five-year capital works budget. It should extend over at least 10 years in order to include the over 200 level crossings which warrant grade separations.

In short, federal contributions for grade separations must be reinstated. FCM supports a return to the financing formula used under UTAP. Under that formula, federal contributions were:

- 80% of the 1st $1.25 million of the cost of a grade separation;
- 60% of the next $3.75 million; and
- 40% of the amount in excess of $5 million.

The above figures should be increased to reflect the effect of inflation since the UTAP program was established in 1974.

Cost Apportionment of Grade Separations

In October 1990, the National Transportation Agency (NTA) issued its long-awaited guidelines for cost-apportionment decisions on the construction or reconstruction of grade separation structures.

The parties involved in a grade separation project (usually highway and railway authorities) are expected to reach agreement on all issues relating to the project, including costs. If the parties cannot reach agreement, the NTA will rule on any outstanding issues.

The guidelines note that the NTA retains complete discretion for the apportionment of costs for grade separations.

Costs of grade separations will be based on the following guidelines:

For a basic grade separation that:

a) is required to eliminate an established crossing at grade or to divert substantially all highway traffic therefrom;

b) reconstructs an existing grade separation where both parties have responsibility or where the reconstruction is for the purposes of the party having no responsibility;
the costs of construction are normally to be apportioned as follows:

i) on projects due primarily to highway development
85% Highway Authority
15% Railway Company
this represents a change from the previous guidelines which split the cost at 75% Highway Authority; 25% Railway Company.

ii) on projects where both highway and railway development have contributed largely to the need for the project
50% Highway Authority
50% Railway Authority

iii) on projects due primarily to railway development
15% Highway Authority
85% Railway Company

FCM welcomes the decision by the National Transportation Agency to recognize the need for a differential system which takes into account whether the separation was required as a result of increased road use or increased rail use. However, FCM still supports a 3-to-1 payment ratio on all projects.

Improvements to Railway Crossings at Grade

Under the new Railway Safety Act, the need to increase safety at railway crossings is recognized. FCM supports the provisions in Section 12 which provides for grants of up to 80% of the cost to improve railway crossings. Municipalities will continue to work with the federal government to ensure that crossings at grade are protected with reflectorized crossing signs, gates and bells where needed.

FCM urges the federal government to continue programs such as Operation Lifesaver to educate the public on proper conduct with respect to railway crossings at grade.

PASSENGER RAIL SERVICE

VIA Rail

FCM has always supported the provision of a cost effective rail passenger service connecting Canadians from coast to coast. The federal government's decision to cut VIA Rail by over 50% on January 15, 1990 is contrary to this objective and was denounced at that time.

VIA service should not have been cut. Rather, it should have been made more efficient through a major equipment replacement program. As well, the management of VIA Rail should be entrusted to a Board of Directors with the power to appoint a Chairman and to hire a Chief Executive Officer. Officers of VIA must be responsible to a Board with authority to implement actions required to fulfil its mandate.

The subsidy to VIA could be reduced if the rolling stock were modernized. Expenses related to 30 year old equipment inflated the cost of operating the passenger railway system. In order to develop a useful, efficient and effective rail passenger system, restrictions on borrowing by VIA could have been removed to permit use of private funds or leased equipment to improve cash flow by obtaining modern and reliable equipment.

Incentive payments for on-time performance by the railways are essential to maintain schedules and develop the passenger market. Financial performance indicators should be applied to routes with average equipment age of 14 years or less.

In February 1986, the Government of Canada introduced Bill C-97, "An Act Respecting Rail Passenger Transportation". This was comprehensive legislation intended to authorize and control the operation of passenger trains in Canada. Unfortunately, this Bill lapsed on the order paper in the summer of 1986 and has not been re-introduced. VIA Rail needs a legislative mandate. FCM therefore urges the federal government to introduce appropriate legislation similar to the former Bill C-97.

Commuter Rail Service

FCM supports the early passage of federal legislation which would aid commuter authorities in providing economic and efficient service and enable them to meet the market demand in intensively used transportation corridors. The ultimate success of such services will improve travel conditions in our large metropolitan centres, lead to increased use of rail corridors and increase the revenues of both the railways and the commuter services.

Provincial commuter rail authorities require federal legislation to define their rights to provide service and to establish conditions on both the railways and themselves. Specifically, the commuter authorities require the right to schedule priority during peak commuter travel periods, and define costing procedures for required railway improvements in order to establish or expand existing commuter services. Provisions in Part II of the former Bill C-97 would have satisfied this need.

The successful use of railway rights-of-way by four urban transit authorities (British Columbia Transit, Calgary Transit, Edmonton Transit and the Toronto Transit Commission) for operation of light rail passenger equipment (e.g. streetcars) which is not compatible with standard freight railway operations has provided effective public transit service in previously under-used railway corridors. To expand the efficient use of these corridors, the Standing Committee maintains that "commuter services" should not be limited to "rail commuter services", that is, other modes of commuter services should be allowed access to rail corridors where the width of the corridor is adequate.

CANADA-U.S. NEGOTIATIONS ON A NEW AIR AGREEMENT

Most nations, including Canada and the

United States are signatories to the 1944 Convention on International Civil Aviation (also known as the Chicago Convention). From this base has emerged a network of bilateral aviation agreements which governs all aspects of aviation relationships between two countries, including routes, fares, frequencies, capacity and ground services.

The first Canada-U.S. Commercial air agreement was signed in 1949 and was followed by an expanded agreement in 1966 and 1974. In 1984, two more air agreements were concluded between Canada and the U.S. to provide for a liberal regime encouraging more regional, local and commuter transborder services.

This package of air agreements between Canada and the United States comprises the most complex and lucrative bilateral air relationship in the world. But changing market conditions, fostered in large part by the deregulation of the American airline industry and the Free Trade Agreement, have led to calls for its review. Last October, Transport Minister Doug Lewis announced that Canada would enter into negotiations toward a more liberal bilateral air regime; the proposal has been dubbed "Open Skies".

Ostensibly, this new regime would address the current imbalance in market shares which favours American airlines. In fact, however, there is growing concern that under an open skies regime, it is Canadian airlines which would suffer the most as they could not compete with the U.S. giants. Of particular concern is the prospect of cabotage (the freedom of an airline to carry domestic traffic within another country). This would mean unrestricted, integrated competition for the carriers of both countries. On this point, it is important to note that Air Canada and Canadian Airlines combined are not as large as the seventh largest U.S. carrier.

There is little doubt that liberalization of the bilateral air agreement would have the effect of improving the level and quality of transborder service to and from a number of Canadian cities. A number of communities which today have no regular scheduled flights to U.S. destinations would see expanded access to the American market. Concomitantly however, a market driven transborder regime would hold little benefit for small or remote Canadian communities. In fact, service to these could be harmed if a new agreement were to negatively affect Canadian carriers.

FCM is concerned that these negotiations could jeopardize the viability of Canadian carriers as well as reduce domestic service to smaller and remote communities. The price of increased service to some centres cannot be the demise of our domestic industry, or the isolation of our small and remote communities.

URBAN TRANSIT

Urban mobility is critical to the nation's prosperity and well being. With over 75% of Canadians living in urbanized areas and most goods and services produced in Canada being produced in our urban centres, it is important that our urban transportation systems be effective and efficient to meet the challenges of the future. Canada's population is expected to continue growing with immigration policies supporting this trend. Most of this growth will occur in our cities and towns where traffic congestion is already severe in many instances, and where the reliance on private automobiles, for most personal trips, is contributing to environmental degradation as evidenced by smog, global warming and other disbenefits.

Given the fiscal restraints facing all orders of government and the growing concern about the effects of past practices on the environment, it is clear that new transportation corridors or infrastructure will be rare in the next few decades. This means that increased demand for transportation will have to be met with the existing infrastructure. It will therefore be critical that all agencies collaborate to increase the throughput, in terms of persons and goods, from existing streets and highways.

On the environmental side, the federal government has already announced its goal to stabilize emissions of carbon dioxide (CO_2) and other greenhouse gases at 1990 levels by the year 2000.

Additionally, in order to cut smog-causing emissions in problem areas by 40%, the federal government will be negotiating agreements with the provinces to set out NOX (Nitrogen Oxide) and VOC's (Volatile Organic Compounds) emission targets for the year 2000 and actions each government will take. Recently released federal studies have shown that the targets cannot be met even after all known technical measures to reduce emissions are legislated and in use. Clearly then, unless near miraculous

technological discoveries are made very soon, the reduction of emissions will require that the use of private automobiles be reduced, particularly in urban centres where public transit services are or could be an attractive alternate. Consequently, all orders of government must cooperate to promote a modal shift towards collective or public transportation in urban centres.

Urban Mobility for the Disabled

Demographic and other trends indicate that a growing percentage of Canadians have mobility impairments which restrict their ability to travel. While about 13% have mobility restrictions, less than 2% are so severely disabled that they cannot use regular public transportation with dignity. This group will continue to require door to door or parallel transit services, so they can meaningfully contribute to society. The remaining 11% can be accommodated on conventional transit services if extra attention is paid to the design of rolling stock, terminals and stations, communication systems etc., to facilitate their access to transit. This is more cost effective than depending entirely on parallel transit services.

PORTS AND HARBOURS

Over the past two years, the Standing Committee has examined the relationship between Canada's ports and harbours and abutting municipalities. A strong cooperative working relationship is key to economic development. Municipalities must be consulted and involved in the development of these facilities to ensure fire protection, traffic management and other infrastructure needs. Port corporations and harbour commissions are created through federal legislation and are relatively autonomous. Nevertheless, municipalities maintain that the Federal Government should ensure good "corporate citizenry" both in terms of protecting the public from possible hazards and in the adequate and timely payment of grants in-lieu-of taxes to municipalities which provide services to ports and harbours.

RECOMMENDATIONS

The Effect of Trucks on Municipal Roads and Heavy Vehicle Weights and Dimensions

FCM will:

1. urge that a study be conducted to find the most appropriate new sources of funding for maintenance and reconstruction of roads, such as a weight-distance tax or other measures which reflect a more realistic user-pay policy;

2. support the measures taken by the Council of Ministers responsible for Transportation and Highway Safety to establish uniform road and safety standards for interprovincial trucking;

3. urge strict enforcement of maximum weights;

4. request the prohibition of the use of both lift and belly axles which cause overloading of pavement at intersections;

5. support the maximum length of vehicles of 23 metres (75 feet);

6. request the limitation of semi-trailer wheelbases to 10.5 metres (35 feet) in order to provide increased maneuverability for these large vehicles when negotiating urban intersections; and

7. support increased emission control standards and their enforcement, while urging all orders of government to support the shift to more energy-efficient means of transportation.

Where Rail Meets Road

FCM will:

8. request reinstatement of federal support for railway grade separations through the establishment of new programs, similar to UTAP, to construct at least 20 grade separation projects per year using the formula for federal contribution followed under UTAP;

9. support, with regard to cost apportionment of grade separation projects, the principle the cost sharing of eligible costs between roadway and railway authorities be based on a 3 to 1 ratio - 75% roadway authority, 25% railway), regardless of the federal contribution; and

10. urge the Government of Canada to accept the financial responsibility for

improvements of rail grade crossings.

Passenger Rail Service

FCM will:

11. urge the Government of Canada to introduce legislation to ensure that all rail corridors in urban areas are used to their fullest potential in the transportation of goods and people. New legislation should increase access to tracks for commuter operations and create a more favourable cost formula in the process.

VIA Rail

FCM will:

12. request that legislation confirming and defining VIA's mandate and operational structure be introduced.

13. urge the Government of Canada to instruct the VIA Rail Board of Directors to:

    i) reduce VIA Rail's administrative staff to a ratio of 1 to 10;

    ii) appoint new management to VIA Rail;

    iii) acquire new Canadian-built locomotives and higher passenger capacity coaches;

    iv) pursue more aggressively the business traveller along the Quebec City-Windsor corridor.

    v) maintain surplus equipment and tracks not used for passenger rail until the Royal Commission on National Passenger Transportation has reported and action has been taken by the federal government.

14. request that modern equipment be provided to VIA Rail, as soon as it can physically be acquired, and replaced on a 20 to 25 year replacement cycle;

15. request that consistent criteria be used by VIA Rail for service definitions so that regional routes in Ontario are treated like regional routes in Quebec and the Maritimes;

16. request that funding for experimental services be provided to VIA Rail so that it has flexibility to respond to a changing market and that VIA Rail undertake experimental regional services to provide day return and/or weekend return services to cities of over 200,000 population;

17. request that international rail services be recognized in legislation as an alternative form of access to the United States tourist market, with appropriate guidelines identified for expanded international services;

18. request that management of VIA Rail Canada be vested in an independent Board of Directors responsible for the election of a Chairman and hiring of a Chief Executive Officer;

Bilateral Air Agreement Negotiations

FCM will:

19. urge the federal government to seek a liberalized bilateral regime which would consist of a revised air agreement which would be more flexible and expansive. This would focus on the exchange of routes between city pairs and be directed to enhance regional development;

20. urge the federal government to redress the commercial imbalance which exists between carriers of the two countries;

21. urge the federal government to oppose any cabotage;

22. urge the federal government to maintain some form of regulation to ensure that minimal levels of service would be maintained for smaller and remote communities;

Urban Transit

FCM will:

23. encourage municipalities to give preference to public transportation in their short and long range plans. Official, secondary and site plans should be reviewed and upgraded to ensure that transit services can be efficiently operated

and that residents can access the services on foot;

24. encourage municipalities to explore the potential for increasing the throughput of existing transportation by adopting measures to appropriately allocate available space to public or collective transportation and goods movement, in preference to single occupant private automobiles;

25. encourage municipalities to provide door-to-door transit services for persons with severe mobility restrictions and to modify their conventional transit systems to facilitate access and use by ambulatory disabled persons;

26. urge the Federal Government to acknowledge the contribution that urban transit can make to the national economy and environmental goals by:

    a) generally promoting the use of public transportation as a significant contributor to environmental improvement;

    b) revising its taxation policies so that the use of public transportation is favoured over the use of private automobiles;

    c) increasing its contribution to urban transit research and development so that the transit supply industry can remain at the leading edge of technology;

    d) targeting the urban transit supply sector as one in which Canadian firms can significantly increase their share of the world market and provide the required policy and financial framework to increase the existing activity level;

    e) ensuring that federal policies and programs are not counter productive to increasing the market share of public transportation;

    f) adopting a national transportation policy which recognizes the strong role of urban transit in linking intercity transportation and which favours public transportation for interurban travel;

Ports and Harbours

FCM will:

27. urge the Government of Canada to ensure that port corporations and harbour commissions consult and involve municipalities with respect to fire protection, traffic management and other related infrastructure concerns;

28. urge the Government of Canada to ensure that fire protection and public safety standards are comparable across the country; and

29. urge the Government of Canada to ensure the prompt and adequate payment of grant in-lieu-of taxes by port corporations and harbour commissions.

Revised March 1991
Standing Committee on National Transportation

NT91.2.02 - RETAINING ABANDONED RAIL LINES IN PUBLIC OWNERSHIP

WHEREAS increasing numbers of rail lines are being abandoned annually;

WHEREAS most rail corridors have been publicly owned and maintained since the early 1900's;

WHEREAS these routes have potential for continued public use, for multi-use recreation, utility corridors, or for future transportation needs;

WHEREAS no comprehensive Canada-wide policy exists to assure that these rights-of-way will be retained for public use;

WHEREAS these corridors provide linkages between municipalities, regions and provinces;

BE IT RESOLVED that the Federation of Canadian Municipalities support the principle that all abandoned rail rights-of-way across Canada be secured by all provincial governments as continuous public corridors.

Submitted by: Town of Parry Sound, Ontario

RECOMMENDATION: Category A; Standing Committee on National Transportation recommends deletion of the operative clause and the addition of the following operative clause:

"**BE IT RESOLVED** that the Federation of Canadian Municipalities support the principle that a first right-of-refusal for abandoned rail rights-of-way across Canada be given to provincial governments and then to municipal governments, in that order, and that the Federation of Canadian Municipalities through the provincial and territorial associations encourage provincial and territorial governments to maintain all feasible rights-of-way as continuous public corridors.": Concurrence with the amended resolution.

DECISION:

NT91.2.03 - LAND GRANTS TO RAILWAY COMPANIES

WHEREAS the federal and provincial governments have provided land grants to railway companies as an incentive to construct rail lines;

WHEREAS many of these companies are now seeking approval from the National Transportation Agency to abandon the rail line constructed on the Crown granted lands;

BE IT RESOLVED that the Federation of Canadian Municipalities urge that where the National Transportation Agency approves an application for abandonment of a rail line constructed on Crown-granted lands, that as a condition of such approval, the land in question be returned at no cost to the Crown, and further, if the Crown does not wish to acquire the land, then the land be offered at no cost to the municipality or the regional district in which it lies.

Submitted by: City of Trail, British Columbia

RECOMMENDATION: Category A; Standing Committee on National Transportation: Concurrence.

N.B.: In the first descriptive clause, the words "in the province of British Columbia" have been deleted to make the resolution national in scope.

DECISION:

NT91.2.04 - CANADIAN AIR TRANSPORTATION POLICY

WHEREAS the Canadian Air Transportation industry has provided Canada with unparalleled air service, through provision of high quality maintenance and safety standards;

WHEREAS the Canadian Government wishes to promote a strong and competitive airline industry in Canada to provide this rapid, vital transportation link to both business and leisure travellers;

WHEREAS the Canadian Airline industry employs over 55,000 people, generating $5.5 billion annually to all levels of the economy;

WHEREAS the Canadian Air Carriers have instituted severe cutbacks in staff and air service, resulting in many station closures, in anticipation of regressive government legislation;

WHEREAS these regressive moves will most certainly precipitate substantial fare increases and decreased loads in a time when the federal Minister of Transport has announced a proposed "Open Skies" policy with the United States to open Canada's select few markets to U.S. airlines which have a distinct competitive advantage in size, aircraft numbers, seats, and fuel costs;

WHEREAS Canada is a difficult air market to serve because of demographic discrepancies, vital northern services which must be maintained, and weather extremes which play havoc with airline service;

BE IT RESOLVED that the Federation of Canadian Municipalities request the federal government to eliminate the GST on air travel and develop a more equitable solution for cost recovery under the air mode cost recovery policy for mature airports such as Halifax;

BE IT FURTHER RESOLVED that the Federation of Canadian Municipalities request the government to consider carefully its direction toward an "Open Skies" policy and that expansion of U.S. routes be negotiated under the current bilateral agreement and the issue of "cabotage" be eliminated from negotiations.

Submitted by: Town of Bedford, Nova Scotia

RECOMMENDATION: Category A; Standing Committee on Policies and Resolutions recommends deletion of "for mature airports such as Halifax" in the first operative clause;
Standing Committee on National Transportation recommends the deletion of the fifth descriptive clause and the first operative clause: Concurrence with the amended resolution.

DECISION:

NT91.2.05 - AIR TRAVEL COST

WHEREAS the cost of air travel has reached a level that is not affordable to the average person;

WHEREAS the airlines do not see fit to provide the same number of seat sales on North/South routes as on East/West routes;

BE IT RESOLVED that the Federation of Canadian Municipalities urge the federal government to implement such regulations as necessary to require the airlines to provide comparable airfare reductions on North/South routes as well as East/West routes.

Submitted by: City of Thompson, Manitoba

RECOMMENDATION: Category A; Standing Committee on Policies and Resolutions recommends the addition of "in Canada" in the operative clause after "North/South routes";
Standing Committee on National Transportation: Concurrence with the amended resolution.

DECISION:

NT91.2.07 - EXEMPTION FROM FUEL TAXES FOR PUBLIC TRANSIT VEHICLES

WHEREAS transportation is one of the largest sources of air pollution;

WHEREAS public transportation reduces air pollution, saves energy and improves the quality of urban life;

WHEREAS public transit systems have the potential to significantly reduce emissions and air pollution levels by enabling commuters to utilize more efficient and environmentally sound methods of transportation than private vehicles, thus assisting to achieve stabilization of CO^2 emissions;

BE IT RESOLVED that the Federation of Canadian Municipalities urge the Minister of Transportation, the Minister of Finance, the Minister of the Environment and other interested federal ministers to:

a) exempt Canadian public transit properties from federal taxes on fuels used for public transit;

b) reduce operating costs to public transit properties and to make the public transportation system more economical for all citizens;

c) fund and promote environmentally desirable alternatives such as public transit, and alternative fuels and technology for public transit, to encourage public participation in reducing emission levels.

Submitted by: City of Edmonton, Alberta

RECOMMENDATION: Category A; Standing Committee on National Transportation: Non-concurrence.

DECISION:

NT91.2.08 - ANTI-WHISTLING BY-LAWS

WHEREAS the sounding of train whistles in an

urban area can be particularly disturbing to nearby residential development;

WHEREAS adequate crossing protection can eliminate the need to sound train whistles;

WHEREAS provisions exist in Section 250 of the Railway Act to give a municipality the authority to pass by-laws controlling train whistling;

WHEREAS the Railway Safety Act came into force on 1989 January 1 and repealed Section 250 of the Railway Act;

WHEREAS the repeal of Section 250 of the Railway Act has rendered municipal by-laws purporting to prohibit train whistling of no force or effect;

BE IT RESOLVED that the Federation of Canadian Municipalities request the federal Minister of Transport to reinstate the provisions of Section 250 of the Railway Act to provide municipalities with the authority to pass by-laws to control the use of train whistles.

Submitted by: City of Calgary, Alberta

RECOMMENDATION: Category A; Standing Committee on National Transportation: Concurrence

DECISION:

NT91.2.09 - BILATERAL AIR AGREEMENT

WHEREAS the Government of Canada and the Government of the United States of America will undertake negotiations to revise the existing bilateral air agreement for the purpose of liberalizing air services between the two coutries;

WHEREAS increased liberalization is of national, provincial, regional and local concern;

WHEREAS a need exists for strong and competitive northbound-southbound passenger and cargo service creating greater access for Canadians and Canadian products to United States points;

WHEREAS United States airlines presently enjoy tax advantages on fuel and fare structures over Canadian airlines;

WHEREAS "Open Skies" in Canadian domestic service could be detrimental to Canadian carriers, particularly regional carriers;

BE IT RESOLVED that the Federation of Canadian Municipalities urge the Government of Canada to negotiate a liberalized transborder agreement which affords full protection to the operational viability of Canadian carriers, full access to United States points for cargo, and ensures that Canada's domestic service is fully protected with respect to present cabotage rights of carriers.

Submitted by: City of Saint John, New Brunswick

RECOMMENDATION: Category A; Standing Committee on National Transportation: Concurrence.

DECISION:

NT91.2.10 - FUEL EFFICIENT TRANSPORTATION OPTIONS

WHEREAS emissions from gasoline and diesel burning cars and trucks are the largest contributor to global warming and urban air pollution;

WHEREAS public transportation services are more energy efficient and can substantially reduce environmental pollution from exhaust emissions;

WHEREAS alternative fuels are now available to all orders of government and to consumers;

BE IT RESOLVED that the Federation of Canadian Municipalities urge the federal government to restore and modernize rail passenger service to regions and communities from which it was eliminated in the VIA Rail cuts in 1990;

BE IT FURTHER RESOLVED that the Federation of Canadian Municipalities urge municipalities to convert to alternate fuels for public vehicles and that a program of conversion of urban transportation vehicles from gasoline and diesel to cleaner alternate fuels such as ethanol, methanol and natural gas be established by the federal government;

BE IT FURTHER RESOLVED that the Federation of Canadian Municipalities support the introduction and marketing of low cost fuel efficient single passenger urban commuter vehicles currently available to the automobile industry.

Submitted by: Saskatchewan Urban Municipalities Association
and City of Moose Jaw, Saskatchewan

(Consolidated From Resolutions NT91.2.01 and NT91.2.06)

RECOMMENDATION: Standing Committee on Policies and Resolutions recommends Category D for the first operative clause and Category A for the second and third operative clauses;
Standing Committee on National Transportation concurs with recommendation for the first operative clause and further recommends replacing the text after the word "to" in the second operative clause, with the following text "adopt a program of pursuing cleaner power sources for urban transit vehicles".

DECISION:

NT91.2.11 - INSTALLATION OF AUDIBLE PEDESTRIAN SIGNALS

WHEREAS Burnaby Council is concerned for the safety of persons with severe eyesight problems at heavy traffic intersections;

WHEREAS Canada is developing a population with increasing eyesight problems;

WHEREAS there are some municipal government actions taken to install audible signals at heavy traffic intersections;

WHEREAS there are no national standards for audible signals;

BE IT RESOLVED that the Federation of Canadian Municipalities support the development of national standards for installation of audible pedestrian signals by the Transportation Association of Canada.

Submitted by: District of Burnaby, British Columbia

RECOMMENDATION: Category A; Standing Committee on National Transportation: Concurrence.

DECISION:

SECTION 1

POLICY STATEMENTS
CATEGORY A RESOLUTIONS

POSTAL SERVICES

INTRODUCTION

Canada's postal service entered the 1980s cloaked in the ashes of many and costly work stoppages and huge deficits. The Post Office Department was costing millions of dollars. In 1981, the government decided to relieve the Department of the restrictions of the Public Service by creating a Crown corporation to manage the delivery of postal services. Canadians were told that the vesting of postal services with a Crown corporation would end labour strife, increase efficiency and profits. Canada Post Corporation would have to survive as an independent corporate citizen while honouring its covenant of universality in servicing Canadians.

In June 1985, four years after the creation of the Canada Post Corporation, the government established a Review Committee on the Mandate and Productivity of Canada Post Corporation (Marchment Committee) to improve service and profitablity, and to "bring the Corporation into the twenty-first century". The Committee's report, tabled in the House of Commons in November 1985, raised expectations for prompt postal services. Canadians were told to expect delivery of first-class mail within four days between any two points in the country. Canada Post had a new mandate:

> "the need to conduct its operations on a self-sustaining basis while providing a standard of service that will meet the needs of the people of Canada and that is similar with respect to communities of the same size".

While municipalities may agree that fiscal responsibility should be a priority for Canada Post, they are also concerned with its level of service.

New deficit reducing measures in 1987 spurred public outcry. FCM received many resolutions condemning the closure of rural post offices, community mailboxes and private postal outlets. These service changes have left the impression of less than acceptable standards of postal service.

Municipal governments are ideally situated to monitor and act on community interests regarding Canada Post. In large cities, municipalities have a responsibility to manage growth. The planning and siting of community mailboxes (CMBs) in new housing developments is important to encourage their acceptability by the municipality and residents. In rural municipalities, the closure of post offices is said to weaken the backbone of the community. The transfer of postal services to commercial or private outlets often changes service. These have been contentious issues for municipalities and citizens.

FCM's Task Force on Postal Services

In September 1988, the FCM National Board of Directors established a Task Force on Postal Issues "to research and prepare the position of FCM with regard to the services of Canada Post and to recommend actions to be taken by the National Board of Directors and/or Annual Conference" (1989-90 Terms of Reference).

For 18 months, the Task Force on Postal Services has studied and considered subjects raised in members' resolutions, as well as the proposal for Postal Services Review Board, the network of Postal Service Customer Councils, and service to northern communities. Representations have been made to the Minister Responsible for the Canada Post Corporation, the House of Commons Standing Committee on Consumer and Corporate Affairs and the Canada Post Corporation. Municipal views on the servicing and maintenance of postal facilities (CMBs, "kiosks", etc.) and the impact of CMBs on property tax assessments were also considered.

The Task Force developed a survey to assess public satisfaction with the service changes introduced by Canada Post since incorporation.

Community Mailboxes (CMBs)

Community mailboxes installed in new subdivisions across the country generated massive public opposition. CMBs were viewed as a sub-standard means of mail delivery. Residents protested CMBs saying that they caused increased traffic, noise and litter.

Appeals of Property Tax Assessments

The Task Force tried to find the number of appeals of property tax assessments filed by owners on the basis of CMBs on abutting

property. The first appeal was heard in Ontario (C.L. Dodsworth and D.W. McWhirter vs Regional Assessment Commission, Region #13). The appellants were successful in getting a 5% allowance owing to the abutting CMB. Ontario adopted a policy stating that "a nuisance allowance of 5% to all properties abutting supermailboxes is granted until such time as there is conclusive evidence in the marketplace to prove otherwise". About 5,700 properties in Ontario receive the 5% adjustment.

Appeals in other provinces have not resulted in similar success. In Manitoba, ten assessments were lowered by 4-7%. There have been no appeals in Prince Edward Island and British Columbia. Some 20 appeals launched in Saskatchewan failed. The one appeal heard in Quebec was granted owing to other factors.

Canada Post reports that its own surveys do not show any loss in property values through CMBs. The Task Force does not believe that reductions in property assessments pose a severe threat to municipalities, but FCM and Canada Post should continue to monitor the situation.

Siting and Maintenance

Siting and maintenance of community mailboxes raise problems for municipalities. Guidelines for the Installation and Maintenance of Community Mailboxes and a model legal agreement have been developed to assist municipalities in negotiations with Canada Post on the installation of community mailboxes. The model agreement is intended to serve as the basis for a formal agreement between municipalities and Canada Post. These documents outline certain criteria in order to comply with municipal by-laws and to ensure accessibility and proper maintenance of these facilities. FCM has distributed the Guidelines and Model Agreement to all its members.

These Guidelines will protect the municipal interest and minimize municipal liability in siting.

Responsibilities for maintenance of outside facilities, such as community mailboxes and kiosks, include the general upkeep of the mailboxes, the concrete slabs and pads, landscaping, as well as litter control.

The use of temporary "green" mailboxes often extends over many months. Maintenance standards for these should be comparable to those for CBMs.

Closure of Rural Post Offices

According to Rural Dignity in Canada, a national lobby group opposed to the closure of rural post offices, some 200 rural post offices have been closed since Canada Post started cutting its deficit.

FCM received resolutions from towns and counties across the country. In response, Canada Post stated that "it does not have any plans to effect widespread closures of rural post offices". It insists that where there is a change in the type of service, "comparable level" of service will be maintained.

The experience has been that at the end of a lease for the postal premises and/or the retirement of the Postmaster/ Postmistress, Canada Post moves to close the rural post office.

The decision is usually based on financial viability. It is influenced by the number of customers served by the rural post office, distance to the nearest community with a post office, revenue generated and the types of services offered.

Historically, Canada's rural post offices have served as social and economic focal points for communities. The post office represents their means of communicating with the outside world. The local economy revolves around the mail and parcels handled by the post office. Transferring postal service to a neighbouring community may undermine the social and economic fabric the community.

Typically, rural residents are less mobile. In closing rural post offices, Canada Post should consider the distance from comparable postal services. Consultation should be organized to balance the needs of Canada Post and the community.

Postal Services Review Board (PSRB)

In 1988, the Consumer and Corporate Affairs Minister Harvie Andre (responsible for Canada Post) introduced legislation to establish the Postal Services Review Board. As recommended by the Marchment Committee, the Board would provide independent, third-party review of postal rates and policies. An interim committee, headed by Alan Marchment, was established to fulfill the mandate of the PSRB until the legislation was passed.

The Minister also announced the creation of a network of nine Postal Service Customer Councils, one for each operating division of Canada Post.

The PSRB would have five appointed members. FCM recommended to the Minister that there be municipal representation on the Board and that there be a Postal Service Customer Council for each province and territory.

To cut costs in the 1990-91 federal budget, the government decided not to proceed with the legislation to create the Postal Services Review Board. The interim committee was disbanded. FCM protested these actions on the basis that Canada Post should be subject to an independent review. FCM urges the government to reconsider its decision and establish such a review process.

Private Postal Outlets

Canada Post has over 2,600 privately-operated postal outlets and some 6,800 privately-operated stamp shops. The 1989-1994 corporate plan calls for 20,000 locations where stamps, postal products or services are available.

Although retail postal outlets can mean more convenient locations and hours, and easier parking, some complaints have arisen. Knowledgeable and courteous staffing, well-publicized, regular hours, accessibility for the seniors and the disabled, are some criteria Canada Post should adopt and enforce. Minimum hours should be instituted.

The FCM is opposed to the proposal by Canada Post to deregulate certain mail products and services such as large-volume mailings, Christmas greeting cards, parcels and certified mail. With deregulation, Canada Post would not have to seek government approval for rate changes and Canada Post would be free to eliminate these products and services without seeking government approval. The degree of competition is the key factor in the Task Force's decision not to recommend deregulation.

CONCLUSION

Canadians expect universal access to postal services and mail delivery. The present legislative ties that bind the Canada Post Corporation to the Government of Canada ensure universal delivery of service. In contemplating any changes to the Corporation's status, the Government of Canada must ensure that service quality and accessibility are not compromised. The postal system, as one of this country's major communications network, is integral to the successful operation of industries and governments across Canada.

In the future, Canada Post must strive to maintain proper channels of communication with municipal governments and the general public to avoid the recurrence of misunderstanding, confusion and distrust surrounding the use of CMBs and closure of rural post offices.

RECOMMENDATIONS

FCM will:

1. urge the Government of Canada to establish
   a) the Postal Services Review Board, or a comparable third-party review process and
   b) a Postal Service Customer Council in each province and territory;

2. urge Canada Post to have a process of consultation with the local municipality about the necessity and if required the implementation of the closure of rural post offices that will balance the economic interest of Canada Post and the social and economic needs of local rural communities.

3. urge Canada Post to impose minimum hours of operation on privately-owned postal outlets and to develop criteria relating to:

   a) site and accessibility;
   b) maintaining and publicizing the hours of operation;
   c) training employees; and
   d) security of mail.

4. urge Canada Post to adopt siting procedures and maintenance standards for temporary "green" mailboxes similar to those outlined in the Guidelines for the installation and Maintenance of Communitymailboxes; and

5. urge Canada Post and member municipalities to ensure consultations take place before there are service changes.

Adopted at 1990 Annual Conference

POST91.2.01 - POSTAL DELIVERY SERVICE

WHEREAS community mail boxes have been installed by Canada Post in areas of recent urban growth;

WHEREAS this has resulted in discriminatory postal delivery service in that some residents in a city receive delivery at the door while others in the same city do not;

WHEREAS the postal service has been reorganized in such a fashion that users do not really depend on the service for speedy delivery of mail, and the record on reliability when speed is not a criterion has been quite good;

WHEREAS society will likely turn to greater use of courier service and electronic communications to satisfy the need for "rapid" communications;

WHEREAS in requests for better service Canada Post seems unwilling to commit additional resources to restore urban delivery on a door-to-door basis;

WHEREAS door-to-door delivery of postal services is preferable to the community mailbox system in the sense that it removes discriminatory services;

BE IT RESOLVED that the Federation of Canadian Municipalities explore with Canada Post the restoration of delivery of mail to all urban addresses with the necessary resources for so doing being provided by a reduction in frequency of delivery.

Submitted by: City of Stratford, Ontario

RECOMMENDATION: Category A; Task Force on Postal Services recommends that the resolution be referred to their September 1991 meeting.

DECISION:

SECTION 1

POLICY STATEMENTS
CATEGORY A RESOLUTIONS

IMPROVING RACE RELATIONS IN CANADIAN MUNICIPALITIES

INTRODUCTION

Multicultural and race relations policies are based on the fundamental principles of equality, social justice and opportunity for racial and ethnic groups. In our society, this means political equality and public participation, equality of economic opportunity, equal access to government services and an end to racism.

There is an increasing acceptance that racial and ethnic diversity are permanent features of Canadian life. Our Charter of Rights and Freedoms guarantees the principles of multiculturalism and equality of rights. Immigration trends over the past 20 years have stimulated the growth of our visible minority population and increased ethnic and racial diversity in communities. Multicultural and race relations policies, therefore, are intended to affirm diversity by combatting biased attitudes and prejudices and by eliminating discrimination. The positive recognition of racial and ethnic groups also requires that issues specifically affecting them be taken into account in public and private sector actions and policies.

At the 1984 FCM Annual Conference, delegates approved a resolution supporting the establishment of municipal race relations committees. Shortly thereafter, FCM created a Task Force on Race Relations and a Technical Advisory Committee to find what municipalities had done, and to recommend future action.

MUNICIPAL INVOLVEMENT IN RACE RELATIONS

While federal and provincial governments have been active for some

time in multicultural and race relations policy, municipal involvement has been quite recent. FCM believes that there are several reasons that justify municipal action in this field.

We know from recent research that the average Canadian citizen identifies most with the municipal order of government. Generally, it is municipal government that provides recreational and health services, plans the physical environment, collects garbage, maintains streets, sewers and parks, provides fire and police protection, enforces bylaws and licences businesses. Municipalities are employers; they fund voluntary agencies and exercise leadershop in communities. They can influence, directly or indirectly, school boards, businesses, the media and other sectors of society.

Political representation in local government provides a good opportunity to operate at the grassroots. It is the most accessible form of government, and therefore the order of government in the best position to affect real change.

Municipalities can provide leadership and set an example within the community. They can ensure that employment practices and policies within municipal government are equally fair for all citizens; that front-line staff are sensitive to cultural and racial diversity; and that policies affecting the public's right to equal access are working well.

Some municipalities have gone further by introducing equal opportunity programs designed to monitor and evaluate progress of disadvantaged groups and setting objectives in hiring and promotion. Policies such as equal employment and affirmative action encourage visible minorities to apply for work because they believe would not be welcome.

Governments have extended such policies to involve the private sector through the use of contract compliance. For municipalities, this means doing business with firms that follow non-racist personnel policies.

Municipalities of every size throughout Canada can influence the climate for racial and ethnic harmony within the community.

IMPROVING RACE RELATIONS: THE CHALLENGE AND THE OPPORTUNITY

Adapting to the needs of a changing society represents both a challenge and an opportunity for Canadian municipalities. The challenge is to identify and review municipal policies and programs that affect the relationship between local governments, their major institutions and multiracial, multicultural and multireligious communities.

Among the many critical factors involved in reaching a decision to implement race relations policies and programs are:

1. a clear indication of the need for action as

a result of violence or conspicuous discrimination on the basis of race in access to jobs, education, housing or recreation;

2. pressure from voluntary organizations in the community that are concerned about race relations and have analyzed the situation and make representations to council for change;

3. a council with the political will to act, and an informed and concerned electorate that is prepared to support new programs and policies.

POLICY STATEMENTS

Some municipal councils have adopted formal policy statements on race relations and multiculturalism, including such elements as:

i. a commitment to a multiracial and multicultural society as a source of enrichment and strength;

ii. affirmation of the equality and rights of all citizens to participate in municipal government and in all aspects of community life;

iii. a statement that the municipality will not tolerate discrimination in any form;

iv. commitment to reflect these values in all municipal bylaws, policies and programs, delivery of services and employment; and

v. an expectation that municipal staff, boards and commissions are expected to meet these objectives in the performance of their duties.

Policy statements, accompanied by implementation guidelines, set an example for other sectors of the community. They recognize the changing demographics of Canadian society and encourage all citizens to recognize and appreciate the multicultural character of modern Canada and its institutions.

MUNICIPAL STRATEGIES

No one strategy or model has been developed to facilitate improved race relations in the community. As in so many other areas, municipalities must develop policies and programs to reflect local circumstances. It is clear, however, that new strategies are emerging which seek to:

1. improve communications among municipal government, local institutions and racial and ethnic groups;

2. promote non-discriminatory policies and practices within the municipality;

3. encourage increased participation of racial and ethnic groups in local government structures, processes and programs;

4. help racial and ethnic groups that have been harmed by prejudice and unfair treatment; and

5. promote harmonious inter-group relations.

To attain these goals, municipalities have embarked on a number of activities. It is important, however, to make a distinction between municipal activities in multiculturalism and in race relations.

Multicultural activities celebrate the diversity of ethnic origin in the community. Municipal support for multicultural celebrations, festivals and organizations is now well established. Support often involves grants as well as council support "in principle" for multicultural events, centres and programs.

Race relations programs, on the other hand, promote the full participation of citizens of visible minorities in all municipal policies, programs and services. In addition, municipal race relations programs seek to reduce systemic discrimination, for example, by removing barriers to employment which intentionally or unintentionally exclude minorities by entrance requirements.

FCM stresses that municipal action in race relations should not presuppose racial conflict in the community. Race relations activities may help deter possible conflicts by encouraging members of ethnocultural and visible minority groups to participate fully in all aspects of civic life. By strengthening ties between community groups and local council, a clear message is delivered to potential racists that discrimination will not be tolerated.

RACE RELATIONS COMMITTEES AND COMMUNITY OUTREACH

Some municipalities have established municipal race relations committees in response to pressure from community groups or as a reaction to a serious incident. In most cases, the committee has become part of the municipal committee structure and is entitled to use staff, funds, space, services and materials for approved programs.

Its mandate is to propose to local council both short-term and long-term strategies to reduce racial tension and promote racial harmony. The committee can review citizen complaints of discriminatory practices within the local bureaucracy or with respect to municipal activities. Cooperation and liaison with other groups, associations and orders of government with similar objectives with further develop a network to encourage harmonious community relations.

The structure of a race relations committee depends on many factors, not the least of which is the size and diversity within the municipal corporation. Committees can be composed of citizens chosen independently according to their own interests and expertise, appointed and elected municipal officials, representatives from business, labour, education and other groups.

The types of committees also vary. Citizens' Committee generally comprise prominent people with a direct link to council. Such a committee serves as an advisory group to council when problems and issues arise. Institutional committees, on the other hand, include as representatives members of council, senior municipal staff, and other senior administrators from local institutions. The danger, however, is that membership might be perceived as "exclusive" and result in an ineffective community outreach program. Most municipalities have recognized the inherent problems with citizen or institutional committees and have opted in favour of a combination committee.

FCM recognizes that staffing and other resource constraints place limits on the growth of committees within any municipality. Small and rural municipalities, in particular, are severely limited in their capacity to provide full or part-time staff for committees. Smaller municipalities, however, recognize that racism and discrimination does exist in communities of every size in Canada.

Smaller municipalities can develop race relations strategies through the work of volunteers in liaison with municipal staff and members of council. Citizen committees and community outreach programs can be modeled to reflect unique, local characteristics without adding to the burdens faced by municipal governments.

IMPROVING RACE RELATIONS FOR INDIVIDUAL CANADIANS

Too often, race relations is perceived to be a problem that affects large groups of people and that can be solved only by federal or provincial legislation. Canada's Charter of Rights and Freedoms, provincial human rights legislation and other acts have not eliminated racism and discrimination in our neighbourhoods. More and more, elected municipal officials are identifying race relations as a grassroots problem. In large and small communities, measures are being introduced to ensure equal opportunity for every citizen. After all, racism and discrimination affect individual citizens and diminish the quality of life for everyone in the community.

FCM AND RACE RELATIONS

FCM has encouraged efforts to improve race relations in municipalities. With funding from Multiculturalism Canada, FCM has commissioned a survey of municipal activities in multiculturalism and race relations, and has sponsored a National Symposium attracting participants from municipalities (elected and appointed), federal and provincial governments, and ethnocultural organizations throughout Canada.

The Symposium's recommendations have been considered by the Task Force. A particular need is to reduce systemic barriers to full participation in every aspect of community life. Municipal governments can produce institutional change through policies, programs and practices that encourage full participation and equal access.

As municipal governments seek direction on race relations, FCM must be in a position to give much-needed assistance. Such help can be provided by the Task Force and Technical Advisory Committee; more staff may be needed for a clearinghouse of information and other services.

FCM can facilitate improved race relations by establishing a network with other ethnocultural

organizations. A continuing liaison between FCM and the ethnocultural community will ensure that our actions are not taken in isolation, but are targeted at the grassroots where progress can be recognized.

In developing a communications strategy, many municipalities are confused about race relations. Terms such as affirmative action and equal employment are still not familiar to the municipal vocabulary. FCM FORUM can provide a useful mechanism for improving municipal awareness of race relations.

It is important that FCM continue to foster good relations with the federal government and the House of Commons Standing Committee on Multiculturalism. Regular reports to the Standing Committee would reinforce a municipal commitment to work cooperatively with the federal government to combat racism and discrimination. Because federal immigration and multiculturalism policies directly affect communities, FCM must present a municipal perspective.

RECOMMENDATIONS

FCM will:

1. urge its member municipalities and provincial and territorial municipal associations to undertake programs to increase the participation of racial and ethnic groups in local government structures, processes and program;

2. encourage its member municipalities and provincial and territorial municipal associations to promote non-discriminatory policies and practices, and ensure that there is a multicultural dimension in their departmental programs with goals, targets and timetables for implementing improvements and changes within the municipality;

3. urge member municipalities and provincial and territorial municipal associations to help racial and ethnic groups that have been harmed by prejudice and unfair treatment;

4. promote non-discriminatory policies and practices within the Federation;

5. develop a continuing liaison with aboriginal and ethnocultural organizations and human rights bodies from across Canada;

6. report regularly on progress in municipal race relations to the House of Commons Standing Committee on Multiculturalism;

7. encourage member municipalities engaged in international twinning to involve local ethnocultural groups in the selection process and activities to reinforce racial and ethnic understanding in the community;

8. establish a continuing national clearinghouse of information for municipal race relations committees;

9. maintain a Technical Advisory Committee to assist the Task Force in the development of a long-term program and to assist member municipalities interested in developing race relations program;

10. seek additional financial support from the Government of Canada to develop a long-term program to promote race relations in municipalities;

11. encourage provincial associations to work with provincial governments, human rights commissions and municipalities to improve race relations, to examine the operation of departments for systemic barriers, to consider holding workshops on race relations at annual conferences; and to develop other race relations activities as appropriate;

12. urge member municipalities and other governments to give special consideration to ethnic youth, including those from visible minorities, in developing policies and programs to ensure full participation in Canadian Society;

13. encourage small and rural municipalities to share resources with regions to take a more active role in race relations;

14. encourage member municipalities, provincial associations and provincial government (especially ministries of municipal affairs) to work with the federal government and offer funds to support municipal race relations committees, employment equity programs and cultural

awareness training programs, and other race relations initiatives;

15. encourage community organizations to develop stronger networks, maintain communication and liaison and work cooperatively within municipal government to convey their needs, increase minority representation on boards, and to ensure public accountability with respect to race relations;

16. encourage municipalities to develop cross-cultural and race relations training programs for its staff; and

17. encourage municipal unions to develop employment equity and race relations programs, practices and policies.

18. encourage municipalities police commissions, and police forces to develop in-service programs for all police personnel to provide them with the information they need to deal effectively with racial and ethnic minorities.

Adopted at the 1990 Annual Conference

SECTION 1

POLICY STATEMENTS
CATEGORY A RESOLUTIONS

ROLE OF THE FCM IN SUPPORT OF SMALL URBAN AND RURAL COMMUNITIES

BACKGROUND

Canada, like other developing countries in this century, has experienced the growth and development of large cities and metropolitan centres. Population is increasingly concentrated in the larger urban areas accompanied by stagnation and demise of many small and rural communities across Canada.

By their nature, larger towns and cities have significant opportunities for growth and development. Big urban centres are attractive to manufacturing concerns because of their local markets, trained workforce, and municipal services. Smaller municipalities located in the hinterland face a future which is uncertain at best.

VULNERABILITY

Small and rural communities tend to be economically vulnerable because of their location and heavy reliance on a single source of employment. Single industry communities are especially vulnerable to external factors such as world market prices, climatic and environmental conditions, depletion of natural resources, and changing tastes and technologies.

IMPORTANCE

Notwithstanding their evident vulnerability, small and rural communities are extremely important for a number of reasons:

a) it is in these areas that Canada's natural resources are found;

b) exploitation of natural resources is a primary source of national wealth;

c) small and rural municipalities have essential governmental functions to perform;

d) they have a significant role to play in providing Canadians with an alternative way of life to that of larger urban centres; and

e) they have earned a special place in Canada's social and cultural heritage.

COMMUNITY BASED INITIATIVE

Although small and rural communities frequently fall under the supposedly protective arm of governments and major resource companies, a community will be better off if it assumes responsibility for its own affairs and makes its own commitment to a viable future. Self-assertive communities develop the means to survive and prosper over the longer term using their own value judgments.

Investment in the future takes commitment and courage at the community level. Commitment depends to a large part on strong political and administrative leadership and competent planning. Some communities are hesitant to make investments because of uncertainty regarding provincial and federal policies and programs and because they do not have a clear view of their own prospects.

FCM ROLE

FCM can help small and rural municipalities fend for themselves by continually seeking to improve the policy and program environment in which such communities have to operate. This includes giving them tools to plan their economic futures, providing access to information sources for their planning and development work, and continually representing of their interests to other orders of government in concert with provincial and territorial associations.

RECOMMENDATIONS

FCM will:

1. encourage small and rural communities to adopt a pro-active approach to their futures, emphasizing self-help, and to vigorously pursue opportunities for

development and diversification before a crisis develops;

2. consider the needs of small and rural communities when planning and conducting FCM research and communications activities;

3. provide tools (e.g. programs and data sources) to assist small and rural communities in the preparation of community based economic development programs;

4. represent the needs of small and rural communities to the federal government;

5. urge the federal government to introduce a national policy framework to coordinate and focus the programs of various departments affecting the economic development and diversification of small and rural communities;

6. encourage the federal government to seek FCM input to the planning, implementation, evaluation and continuity of federal programs relevant to small and rural communities;

7. assess and/or monitor the consequences of changes to federal policies and programs which impact directly or indirectly on small and rural communities;

8. urge federal, provincial, territorial and municipal governments to seek ways to coordinate their community development efforts;

9. work in concert with provincial and territorial associations to effectively represent the broader interests of small and rural communities across Canada;

10. encourage cooperative economic development activities and efforts between municipalities, both large and small.

Adopted at 1990 Annual Conference

SECTION 1

POLICY STATEMENTS
CATEGORY A RESOLUTIONS

URBAN SAFETY AND CRIME PREVENTION

INTRODUCTION

A distinguishing feature of the Canadian identity is pride in our safe communities. We are proud that we do not face the same levels of crime as some of our neighboring American cities. Our safe communities provide for a better quality of life, enhanced opportunities for economic development, investment and tourism.

However, Canadian municipalities spend more than $3 billion annually for policing. Even more is spent by individuals and businesses on private security. We are paying for more alarm systems, stronger locks, and insurance protection.

The cost of crime is more than dollars. We suffer personal loss, injury, and trauma caused by crime. Women, the elderly and visible minorities suffer heightened fear.

CRIME AND FEAR AT UNACCEPTABLE LEVELS

A recent Decima Poll showed that two out of three Canadians no longer feel that it will be safe to walk around in our cities by the year 2000.

The killing of 14 young women at the Ecole Polytechnique de Montréal in December 1989 brought a special urgency to efforts to combat public violence against women. The killer's family background, mired with family violence, was similar to family backgrounds of several other killers that have recently traumatized Canada. This tragedy has raised serious questions about urban safety and fire arms control.

Many municipalities are experiencing the rise of gangs, whose wanton violence terrifies other groups. Some municipalities fear the crack epidemic will destroy public housing projects, and bring havoc to the school system.

Most Canadian households will be touched by crime in the next decade. One in three households will be broken into. One in three will have a member assaulted. One in twenty women will be sexually assaulted. Many more women will be battered by their husbands.

REACTIVE ENFORCEMENT INSUFFICIENT: MORE PREVENTION REQUIRED

The traditional response to crime has been to catch, convict and incarcerate the offender. Unfortunately, the persistance of high crime rates shows that this response has not solved the problem.

Budget deficits make it impractical to pay for "more of the same". We are already spending $7 billion on policing and prisons. Many of Canada's leading police chiefs are pointing to the need for much greater community action to mitigate the factors that breed crime.

Increasingly, citizens are involved in programs to report crime and to take precautions to reduce the opportunities for crime. Neighborhood Watch, Block Parents, and Crime Stoppers have become popular community programs.

Western European countries have realized that prevention rather than repression is the way of the future. Crime must be attacked comprehensively, nationally and locally. National crime prevention councils involve government agencies responsible for housing, education, immigration, and employment. France has seen the establishment of over 500 municipal crime prevention councils.

FCM'S STANDING COMMITTEE ON URBAN SAFETY AND CRIME PREVENTION

In 1985, FCM'S Task Force on Crime Prevention formulated a "National Philosophy for the Creation of a Stronger, Safer Community Life in Canada", which espoused the importance of inter-agency efforts to prevent crime.

In 1987, FCM began planning a major international conference on urban safety and crime prevention principally to involve local government leaders. In 1989, the European and North American Conference on Urban Safety and Crime Prevention was attended by over 900 participants from 31 countries. FCM, the U.S. Conference of Mayors, the European Forum on Urban Safety and the Montreal Urban Community were the key organizers.

Delegates, including mayors, councillors, aldermen, police executives and crime experts, came from major cities of the Western world.

The Conference heard from the Under Secretary General of the United Nations and the Secretary General of the Council of Europe, as

well as several cabinet ministers from Europe and Canada.

Over 100 briefs were presented for discussion, and the Conference unanimously adopted the Agenda for Safer Cities.

Mayors and local government officials, police executives, federal/national, provincial/state officials, and crime experts sensed an urgent need to take action.

The Conference reinforced FCM's partnership with many federal departments/agencies - Justice Canada, Solicitor General, Health and Welfare Canada, Employment and Immigration Canada, and Canada Mortgage and Housing Corporation. It also reinforced links with the Canadian Criminal Justice Association, the Canadian Council on Social Development, the Canadian Association of Chiefs of Police, the Canadian Institute of Planners, the Canadian Council on Children and Youth, the National Association of Native Friendship Centres, and advocates working to reduce violence against women.

The Agenda for Safer Cities underscored fear of crime as a serious problem for women and the elderly. It stressed that programs to tackle crime and drugs must include policies on employment, housing, and education; the creation of opportunities for young people; support for families; equal opportunities in respect of race and gender; improvements in the physical environment; and cooperation between community agencies and the criminal justice system.

It called on elected municipal officials to give leadership to community based efforts, to be visionary while responsive to immediate needs, and to target situations that breed crime.

In endorsing the Agenda, FCM committed itself to encourage our "national leaders and our colleagues in local government and the population at large to implement conclusions and recommendations of the Agenda".

FCM proposes that municipal leaders can have a profound influence on crime in their communities through their grassroots knowledge of what crime prevention measures work best.

FCM would promote crime prevention along with necessary amendments to the Criminal Code and to other federal legislation including the Young Offenders Act.

FCM will carry out its commitment to the Agenda for Safer Cities by adopting the following recommendations, including the development and implementation of an urban safety and crime prevention program directed at municipalities.

THE URBAN SAFETY AND CRIME PREVENTION PROGRAM

The main objective of the program is to give municipal leaders the tools to establish comprehensive crime prevention programs to sustain the safety of Canadian communities into the next century. The municipal world will engage in a battle to mitigate the situations that breed crime, illicit drug use and urban fear.

Strategies will be developed in the following areas:

(i) inter-agency and community collaboration;
(ii) parenting, early childhood development and the reduction of child abuse;
(iii) neighborhood improvement and public housing;
(iv) reduction of wife battering, sexual assault, and violence against women and children;
(v) reduction of violence and abuse of the elderly, visible minorities, and the handicapped;
(vi) reduction of social and cultural disadvantage of urban aboriginals;
(vii) increased youth involvement in employment and schooling;
(viii) health promotion to combat drug and alcohol abuse;
(ix) policing and justice oriented to prevention;

These strategies will reflect both the Agenda for Safer Cities and Safer Communities: A Social Strategy for Crime Prevention in Canada, a paper developed by the Canadian Criminal Justice Association in collaboration with five other organizations including FCM.

The program will reinforce the work of FCM's Standing Committee on Urban Safety and Crime Prevention and the commitment of municipalities. A staff of three persons is promoting the Agenda for Safer Cities, to produce how to manuals, to maintain a resource and consultation centre, to respond and to propose national and international policies.

The federal government departments and agencies, of Justice, Solicitor General, Health and Welfare, Secretary of State, (-) Employment and Immigration, (-) and the Canada Mortgage and Housing Corporation are providing funding for the Urban Safety and Crime Prevention program.

The program has established an advisory forum involving federal government representatives and national organizations concerned with crime prevention.

RECOMMENDATIONS

FCM will:

1. urge all orders of government to implement the "Agenda for Safer Cities" and support individual and collective efforts to that end;

2. advocate comprehensive approaches that:

   * strengthen crime prevention through social development, as well as through improved law enforcement and the reduction of opportunities for crime;

   * are long range, yet recognize immediate needs;

   * encourage inter-agency cooperation, involving housing, social services, recreation, schools, and police;

   * tackle the situations that breed crime; and

   * encourage cooperation between different orders of government and the private sector;

3. foster strategies, programs and models tailored to local needs but not limited to local resources;

4. undertake research, and urge the government to provide technical assistance and training; and

National Leadership:

FCM will:

6. urge the Prime Minister to show leadership in Canada and abroad by promoting policies that will facilitate the implementation of the Agenda for Safer Cities;

7. urge the Prime Minister to chair a national committee of federal ministers (responsible for criminal justice, policing, housing, social and economic development), provincial Premiers, representatives of the private and the voluntary sector and other experts to tackle the situations that breed crime and drug abuse;

8. urge the Prime Minister to develop a national policy on the prevention of crime, violence and drug abuse, that would include the enactment of principles on prevention for inclusion in a preamble to the Criminal Code, the Young Offenders Act, and the R.C.M.P. Act;

9. urge the federal government to continue to give financial and technical support to the FCM Urban Safety and Crime Prevention Program; and

10. urge the Prime Minister to increase efforts in collaboration with the United States to reduce the demand for and supply of illicit drugs, particularly at meetings between the heads of state of drug-consumer nations and the drug-producing nations.

International Level:

FCM will:

11. support international efforts to implement the recommendations of the Agenda for Safer Cities, including the adoption by the General Assembly of the United Nations of a declaration based on Agenda and the planning of the second International Conference on Urban Safety, Drugs and Crime Prevention in 1991.

Local level:

FCM will encourage municipal leaders with respect to:

12. Youth

    a) assess programs available in their communities to solve problems

identified in early childhood;

b) encourage the establishment of a comprehensive primary prevention model for high risk areas which might include prenatal/infant development programs, pre-school programs, family planning, parent training, employment training and parent-child resource centres;

c) involve youth in the development of crime prevention policies, particularly those relating to health, recreation, training and employment; and

d) create comprehensive community-based education and prevention efforts, including programs for all school grades on substance abuse, urban safety, sexual abuse, AIDS, civic responsibility, and drunk driving.

13. Family Violence and Sexual Assault

a) make the prevention of the abuse and sexual assault of women and children an integral part of municipal policies and programs; and

b) establish a comprehensive strategy against violence and fear which would be particularly sensitive to the perspectives of women and children.

14. The Elderly, Visible Minorities and other vulnerable groups

a) make the prevention of abuse of the elderly, visible minorities and other vulnerable groups part of municipal policies and programs;

15. Housing

a) ensure that local housing agencies provide the range of services needed by their tenants and involve tenants in defining their own needs; and

b) ensure that safety from crime is covered in official plans, urban design and renewal, and that a senior official is made responsible for advising on the relationship between urban design and social development.

16. Policing

a) foster police support for citizen and community agency crime prevention efforts;

b) encourage police agencies to work more in the community to prevent crime and reduce fear, particularly through problem-oriented policing approaches;

c) ensure that adequate programs and inter-agency approaches are available for those already convicted of crime;

d) provide better information, access to remedies, and reparation for victims of crime;

e) encourage municipal leaders to ensure greater use of mediation and conciliation as a response to criminal conflict;

f) encourage municipal leaders to provide their staff, police, and community leaders with the appropriate training on inter-agency approaches to crime prevention; and

g) ensure that police personnel receive training to assist them in dealing sensitively with racial and ethnic minorities;

APPENDIX A

NATIONAL ASSOCIATIONS IN THE URBAN SAFETY AND CRIME PREVENTION

1. Canadian Association of Chiefs of Police represents the Chiefs of Police of small and rural communities, as well as the senior officers of larger police forces. It has standing committees on organized crime, victims of crime, and crime prevention.

2. Canadian Criminal Justice Association

represents persons interested in crime prevention, criminal law reform, and corrections. In 1987, they established a special committee to work on establishing a national strategy to reduce crime in Canada. FCM worked on this strategy, which was published in the Canadian Journal of Criminology (31.4 October 89).

3. Canadian Council on Social Development founded in 1920, provides a forum for citizen participation in the formulation of progressive social policies. Its recent interest in crime started with work on crime victims in 1979, such as "Rights and Services for Victims of Crime". Since then it has produced three major reports on "Crime Prevention through Social Development", including a guide to policy makers and the report on a national workshop in 1987.

4. Canadian Council on Children and Youth identifies problems affecting children and youth and advocates on their behalf. It prepared "Safer Tomorrow Begin Today" as a report substantiating what municipal leaders could do to reduce violence and other crime by concentrating on primary prevention.

5. The National Association of Friendship Centres focusses on native friendship centres in urban areas, which ultimately affect their criminal involvement. Natives are highly represented in prison populations.

6. Canadian Institute of Planners is directly involved in the Healthier Communities Program for Canada, and more generally in working with urban planners. In this capacity, this organization works with many of those who can plan improvements in the social and physical design of communities to reduce crime.

7. Women's Interests

Many groups concerned with the status of women have made recommendations relating to sexual assault, wife battering, and public violence against women. The Metropolitan Toronto Action Committee Against Violence Against Women has played a pre-eminent role in making recommendations to reduce the vulnerability of women to criminal violence.

Adopted at 1990 Annual Conference
Standing Committee on Urban Safety and Crime Prevention

USCP91.1.01 - METHAMPHETAMINE

WHEREAS methamphetamine, a controlled drug under the Federal Food and Drug Act, is increasing in popularity among illicit drug users in Canada;

WHEREAS the chemicals used to manufacture this drug in clandestine laboratories are readily available to anyone wishing to purchase them;

WHEREAS these chemicals have limited uses other than to manufacture illicit drugs;

BE IT RESOLVED that the Federation of Canadian Municipalities make strong representations to the federal Minister of Justice to amend the Food and Drug Act to regulate the sale of these chemicals.

Submitted by: Union of British Columbia Municipalities

RECOMMENDATION: Category A; Standing Committee on Urban Safety and Crime Prevention: No recommendation.

N.B.: To make the resolution more national in scope, references to UBCM have been deleted and replaced with the Federation of Canadian Municipalities.

DECISION:

USCP91.2.05 - YOUNG OFFENDERS

WHEREAS many municipalities are experiencing an increasing number and frequency of residential break-and-enter offences;

WHEREAS a high percentage of break-ins are committed by juveniles defined as "young offenders";

WHEREAS many of the break-ins are committed by habitual or repeat offenders;

WHEREAS the present federal judicial system does not provide adequate deterrence to young offenders;

BE IT RESOLVED that the Federation of Canadian Municipalities lobby the federal government to ensure that young offenders are held responsible and accountable for their offences through appropriate penalties and consequently meaningful deterrents.

Submitted by: County of Parkland, Alberta

RECOMMENDATION: Category A; Standing Committee on Urban Safety and Crime Prevention: Concurrence.

DECISION:

USCP91.2.06 - FORFEITURE OF PROCEEDS OF CRIME

WHEREAS the Criminal Code of Canada, the Food and Drug Act, and the Narcotics Control Act provide that the proceeds of certain crimes may be forfeited to the federal Attorney General;

WHEREAS the enforcement of those laws pertaining to the proceeds of crime is extremely costly to Municipal Police Services throughout Canada;

WHEREAS efforts to allow municipal governments to share in the proceeds of crime forfeiture to compensate policing costs have failed;

BE IT RESOLVED that the Federation of Canadian Municipalities:

1) write to the Minister of Health & Welfare and the Minister of Justice to recommend that legislation be passed to amend Bill C-61 to include all levels of government in the sharing of the proceeds of crime;

2) write to other municipalities to encourage them to voice support in the sharing of proceeds of crime.

Submitted by: Cities of Edmonton, Red Deer, Lethbridge, Alberta

(Consolidated From Resolutions USCP91.2.02, USCP91.2.04, and USCP91.1.04)

RECOMMENDATION: Category A; Standing Committee on Urban Safety and Crime Prevention: Concurrence.

DECISION:

SECTION 1

CATEGORY A RESOLUTIONS

MISC91.1.01 - NANNY AND CHILD CARE COSTS AS LEGITIMATE BUSINESS EXPENSES

WHEREAS the issue of lack of accessible, affordable child care continues to become of ever increasing concern both on the North Shore and across Canada;

WHEREAS the federal government has reneged on its election promise to address this need;

WHEREAS whether through choice or financial circumstances both parents work outside the home and proper child care or services of a nanny are legitimate tax-deductible expenses;

BE IT RESOLVED that the Federation of Canadian Municipalities urge the Government of Canada to instruct Revenue Canada to accept nanny and full child care costs as legitimate deductible expenses.

Submitted by: City of North Vancouver, British Columbia

RECOMMENDATION: Category A; Standing Committee on Policies and Resolutions recommends deletion of "both North Shore and", in the descriptive clause; also deletion of "Nanny and" in the operative clause: Concurrence.

DECISION:

MISC91.2.01 - NATIONAL UNITY

WHEREAS the unity of Canada is of the utmost importance to the Council of the Village of Arborg, Manitoba;

WHEREAS the unity of Canada is currently being strained by miscommunication and a general lack of understanding among Canadians;

WHEREAS the Council of the Village of Arborg, believes that the key to improving national unity is to provide contact among Canadians at the grassroots level;

WHEREAS the Village of Arborg has taken steps to try to create a better understanding between English-speaking Canadians and French-speaking Canadians by attempting to "twin" with a Québec community;

WHEREAS the Village of Arborg believes that such a twinning proposal will foster better communication between Canadians to create an understanding between English-speaking and French-speaking Canadians;

BE IT FURTHER RESOLVED that other communities seek twin municipalities within Canada to foster a greater understanding among Canadians.

Submitted by: Village of Arborg, Manitoba

RECOMMENDATION: Category A: Concurrence.

DECISION:

MISC91.2.14 - CONSTITUTIONAL CHANGES FOR CANADIAN MUNICIPALITIES

WHEREAS Canada's municipalities and cities have become the centre stage of a modern and interdependent industrialized society with all the accompanying social, material, cultural and environmental challenges;

WHEREAS federal, provincial and territorial orders of government are shifting an ever greater burden from their jurisdiction, such as child care and areas falling under the Canada Assistance Plan, onto the shoulders of municipalities at a time when municipalities themselves are faced with the staggering problems of renewing the existing infrastructure and meeting a host of environmental and social challenges;

WHEREAS financial assistance by many provinces to municipalities to compensate for these additional responsibilities rather than increasing has been declining, as is the case in British Columbia;

WHEREAS as a result of this development, the ability of municipalities to deal with these challenges requires a new federal, provincial, territorial and municipal agreement as it pertains to the sharing of powers including access to additional sources of funding;

WHEREAS municipal powers are based on the B.N.A. Act instituted at a time when Canada's population was largely ruralized and such powers were not needed or justified;

BE IT RESOLVED that the Federation of Canadian Municipalities urge the Government of Canada to call a constitutional conference to address these issues and to make appropriate

changes to Canada's constitution;

BE IT FURTHER RESOLVED that the Federation of Canadian Municipalities be officially invited to participate in such a constitutional conference.

Submitted by: District of North Vancouver, British Columbia

RECOMMENDATION: Category A: Concurrence.

DECISION:

SECTION 2

CATEGORY B RESOLUTIONS

ED91.2.01 - AMENDMENTS TO THE FEDERAL UNEMPLOYMENT INSURANCE ACT

WHEREAS the federal government has enacted significant changes to the Federal Unemployment Insurance Legislation effective November 18, 1990;

WHEREAS these changes reduce the length of time residents of our communities can receive unemployment insurance owing to reduced benefit periods; increase the waiting periods for our residents to receive unemployment insurance benefits and increase the numbers of our residents who will not qualify for unemployment insurance benefits;

WHEREAS these changes will force more of our residents to obtain social assistance (welfare) for their income security;

WHEREAS such increased costs for Social Assistance are particularly onerous for municipalities during economic downturns;

BE IT RESOLVED that the Federation of Canadian Municipalities petition the Government of Canada to reimburse municipalities for all costs incurred by the implementation of Bill C-21.

Submitted by: Regional Municipality of Hamilton-Wentworth, Ontario

RECOMMENDATION: Category B; Standing Committee on Economic Development: Non-concurrence

DECISION:

ENV91.2.06 - ENVIRONMENTAL DEGRADATION IN THE FRASER RIVER

WHEREAS the Fraser River is an important national and international fisheries resource;

WHEREAS the water quality of the river is degraded;

WHEREAS the federal government is funding improvements in the St. Lawrence River and the Great Lakes Region which are also important national and international waterways;

BE IT RESOLVED that the Federation of Canadian Municipalities request the federal fovernment to contribute funds toward environmental improvements in the Fraser River.

Submitted by: City of Vancouver, British Columbia

RECOMMENDATION: Category B; Standing Committee on Environmental Issues: Concurrence

DECISION:

ENV91.2.07 - ENVIRONMENTAL DEGRADATION IN THE VANCOUVER HARBOUR AREA

WHEREAS the environment is a concern;

WHEREAS recent government studies have found highly contaminated areas and fish with lesions and other abnormalities in the Vancouver Harbour area;

WHEREAS there are many different pollution sources which are the responsibility of different agencies and all levels of government;

WHEREAS the Greater Vancouver Regional District has examined ways to reduce pollutant loadings in the Harbour area, estimated at $700 million;

WHEREAS improvement costs are onerous to local taxpayers;

WHEREAS a task force comprised of all orders of government, has been set up to develop an action plan to improve the environmental quality in the Harbour area;

BE IT RESOLVED that the Federation of Canadian Municipalities request the federal government contribute funds toward the task force group in order that their recommended actions can be carried out.

Submitted by: City of Vancouver, British Columbia

RECOMMENDATION: Category B; Standing Committee on Environmental Issues: Concurrence

DECISION:

HAC91.1.01 - PRESERVATION OF LOCAL CBC TELEVISION BROADCASTING IN WINDSOR

WHEREAS the Canadian Broadcasting Corporation television station in Windsor (CBET-TV9) is the only station located in the Windsor-Essex area, a region otherwise dominated by U.S.

broadcast media, and the station therefore provides a vital and irreplaceable service for the population of the area;

WHEREAS the loss of a complete local newscast and other local Canadian content deprives Windsor of a view of itself as a part of Canada;

WHEREAS relying on the national and regional broadcasts emanating from Toronto, even if they carry some Windsor area items from time to time from a Windsor bureau, not only distorts the character of our region but of Canada generally;

BE IT RESOLVED that the Federation of Canadian Municipalities petition the federal government through the Minister of Communications and the President and Chief Executive Officer and Chairman of the Board, Canadian Broadcasting Corporation to take all necessary measures to preserve local CBC television broadcasting in Windsor and in other areas deprived of such service by federal government cutbacks and by the decisions of CBC management.

Submitted by: City of Windsor, Ontario

RECOMMENDATION: Category B; Standing Committee on Heritage, Arts and Culture: Concurrence.

DECISION:

HAC91.1.02 - PRESERVATION OF LOCAL FRENCH TELEVISION BROADCASTING IN TORONTO

WHEREAS Toronto City Council is disappointed with the recent decision by the CBC to close CBLFT-TV, and agreed to work in collaboration with le comité français de l'hotel de ville to take whatever steps necessary to ensure that local French television broadcasting is restored in Toronto;

BE IT RESOLVED that the Federation of Canadian Municipalities petition the federal government to take all necessary measures to preserve local CBC\Radio-Canada television broadcasting in Toronto and in all other areas deprived of such service by federal government cutbacks and by the decisions of CBC management;

BE IT FURTHER RESOLVED that any possible legal challenge to the closure of CBLFT-TV and all other affected CBC locations, on the basis of the broadcasting commitment and mandate of the CBC, be investigated.

Submitted by: City of Toronto, Ontario

RECOMMENDATION: Category B; Standing Committee on Heritage, Arts and Culture: Concurrence.

DECISION:

NT91.1.01 - PRIVATIZATION OF PEARSON INTERNATIONAL AIRPORT

WHEREAS the federal Minister of Transport Canada has expressed the federal government's intention to privatize Pearson International Airport;

WHEREAS this action to privatize will result in the government foregoing revenues which would accrue from the expanded facility which would be available to recover the approximately $1 billion expenditure for terminal construction, runway expansion and ancillary facilities;

WHEREAS this shortfall in revenues will necessitate increases in fees to generate revenues from smaller, federally-owned and operated airports, thereby subsidizing the sale of a profitable facility like Pearson International;

WHEREAS the federal government's cost recovery program to increase landing fee charges for commercial aircraft will have a severe impact on the short haul (small aircraft) carriers and the locations these carriers serve, which will be further magnified by the privatization of Pearson International;

BE IT RESOLVED that the Federation of Canadian Municipalities petition the Minister of Transport to reverse his intention to privatize Pearson International Airport and to maintain control of the facility, fee structure and revenues.

Submitted by: The City of Windsor, Ontario

RECOMMENDATION: Category B; The Standing Committee on Policies and Resolutions recommends deletion of "and revenues" after the word "structure" in the operative clause;
Standing Committee on National Transportation: No recommendation.

DECISION:

NT91.1.02 - CRUISE SHIP PASSENGER TAX

WHEREAS the federal government has imposed a per capita tax on cruise ship passengers aboard ships which stop in Canadian ports;

BE IT RESOLVED that the Federation of Canadian Municipalities petition the federal Minister of Transport to introduce legislation to repeal this punitive tax.

Submitted by: Union of British Columbia Municipalities

RECOMMENDATION: Category B; Standing Committee on National Transportation recommends that the resolution be referred back to UBCM for clarification.

N.B.: To make the resolution more national in scope, references to UBCM have been deleted and replaced with the Federation of Canadian Municipalities.

DECISION:

NT91.1.03 - PUBLIC PORT FACILITIES - DENNY ISLAND

WHEREAS the community located at Denny Island on the north coast of British Columbia has no public port facilities;

WHEREAS the regional development of this area is being unnecessarily stifled by the lack of accessibility;

THEREFORE BE IT RESOLVED that the Federation of Canadian Municipalities be requested to support the efforts of the Central Coast Regional District to convince other orders of government to install a public port facility at Denny Island.

Submitted by: Union of British Columbia Municipalities

RECOMMENDATION: Category B; Standing Committee on National Transportation: Non-concurrence.

N.B.: To make the resolution more national in scope, references to UBCM have been deleted and replaced with the Federation of Canadian Municipalities. In the operative clause "senior" was replaced with "other" before "orders of government".

DECISION:

USCP91.1.02 - PENALTIES FOR DRUG TRAFFICKING

WHEREAS the Narcotics Control Act provides for a maximum penalty of life imprisonment for trafficking offences;

WHEREAS an individual found guilty of being in possession of narcotics can be given up to seven years imprisonment;

WHEREAS the Judge is to be guided by the sentencing decisions from other previous drug cases where the offence, defender and circumstances of the offence are similar;

WHEREAS there is a general feeling that the courts are providing soft sentences, sentences in fact which are decreasing in severity;

WHEREAS the Department of the Solicitor General stated that a major problem perceived with drug prosecution is the insufficient experience of some agents contracted by the federal government to speak effectively to sentences or to request appeals of sentences which are inappropriately low;

WHEREAS municipalities are experiencing an increase in violence due to drugs;

BE IT RESOLVED that the Federation of Canadian Municipalities lobby provincial Solicitor Generals through provincial/territorial municipal associations, and the federal Solicitor General, to encourage the judicial system to implement maximum sentences to those who are found guilty of trafficking in drugs;

BE IT FURTHER RESOLVED that the Federation of Canadian Municipalities lobby the federal Ministry of the Solicitor General to hire adequately trained and experienced agents/contract prosecutors to speak effectively to sentences and to have sufficient experience and expertise to request appeals of sentences which are inappropriately low.

Submitted by: Union of British Columbia Municipalities

RECOMMENDATION: Category B; Standing Committee on Urban Safety and Crime Prevention: No recommendation.

N.B.: To make the resolution more national in scope, references to UBCM have been deleted and replaced with the Federation of Canadian Municipalities.

DECISION:

SECTION 3

CATEGORY C RESOLUTIONS

ED91.2.02 - LOWER GAS PRICES IN NORTHERN ONTARIO

WHEREAS the main industry of Parry Sound and Carling Township is tourism;

WHEREAS much of Northern Ontario is dependent on tourism as a principal industry;

WHEREAS costs of travel are a contributing factor in the ability to attract tourism business;

WHEREAS residents of Northern Ontario are required to travel more on average for their day-to-day activities;

WHEREAS costs for gasoline are presently significantly higher in Northern Ontario than in Southern Ontario;

WHEREAS there are major inequities in the costs for gasoline within Northern Ontario;

BE IT RESOLVED that the Federation of Canadian Municipalities petition relevant ministries to ask gasoline companies to lower the price for gasoline in Northern Ontario to a comparable cost to that in Southern Ontario and correct inequities in gasoline pricing within Northern Ontario;

Submitted by: Town of Parry Sound, Ontario

RECOMMENDATION: Category C; Standing Committee on Economic Development: Concurrence

DECISION:

MISC91.2.02 - CHILD CARE

WHEREAS the need for available and affordable quality child care is well documented as is the shortage of this;

WHEREAS the federal government has a specific role to play and has consistently promised to implement a Federal Child Care Program;

BE IT RESOLVED that the Federation of Canadian Municipalities actively lobby the federal government to implement a federal child care program that provides a national basis for an affordable, accessible quality child care system including capital and operating funds available to non-profit operators, a subsidy system for low-income parents and a national minimum standard;

BE IT FURTHER RESOLVED that the Federation of Canadian Municipalities undertake a review of current Canadian municipal involvement in child care and bring forward recommendations to FCM Annual Conference encouraging appropriate municipal policy and initiatives regarding child care.

Submitted by: City of Vancouver, British Columbia

RECOMMENDATION: Category C

DECISION:

MISC91.2.03 - SPECIFIC TERMS OF OFFICE AND DATES OF ELECTION FOR PROVINCIAL AND FEDERAL ELECTED OFFICIALS

WHEREAS the provincial, territorial and federal governments of Canada have not set out a specific term of office and a predictable time of election for elected officials;

WHEREAS the citizens of our provinces and our country are deserving of a fair and equitable process in which to elect their political representatives;

BE IT RESOLVED that the Federation of Canadian Municipalities petition the provincial and federal governments to specify a term of office for elected officials, to coincide with a predetermined time of election.

Submitted by: City of Prince George, British Columbia

RECOMMENDATION: Category C

DECISION:

MISC91.2.05 - PAYMENT OF FAMILY ALLOWANCE, CHILD TAX CREDIT, AND GST CREDIT

WHEREAS the present system of payments makes budgeting difficult for the working poor;

WHEREAS considerable amounts are paid to companies that buy income tax credit;

BE IT RESOLVED that the Federation of Canadian Municipalities call upon the federal

government to combine the Family Allowance and Tax Credit System and administer the Child Tax Credit, G.S.T. Credit and Family Allowance through one cheque sent out on a monthly basis.

Submitted by: City of Halifax, Nova Scotia

RECOMMENDATION: Category C

DECISION:

MISC91.2.06 - P R E N A T A L SUPPLEMENTATION

WHEREAS the needs of low-income pregnant women are so great that any extra money may not be used for nutritional supplement;

WHEREAS consultation with a nutritionist and increased consumption of milk through a milk ticket program, as well as a program leading to cessation of smoking showed a marked increase in the birth weight of babies born to women in such programs;

BE IT RESOLVED that the Federation of Canadian Municipalities call upon the federal government to make money available through the Canada Assistance Plan to fund municipal programs which would:

1. administer the sale of orange juice and milk tickets;

2. fund the hiring of a nutritionist for outreach visiting.

Submitted by: City of Halifax, Nova Scotia

RECOMMENDATION: Category C

DECISION:

MISC91.2.08 - LITERACY

WHEREAS literacy is necessary for all Canadians to be productive citizens;

WHEREAS the lack of literacy puts workers at a greater health and safety risk at the work place and at home;

WHEREAS municipalities have been ineligible for funding for worker literacy programs sponsored by Canada Manpower and Immigration;

WHEREAS as a result of that ineligibility municipal employees are denied this opportunity for literacy enhancement through their employer;

BE IT RESOLVED that the Federation of Canadian Municipalities urge the federal government to extend funding for literacy upgrading to municipalities.

Submitted by: City of Edmonton, Alberta

RECOMMENDATION: Category C

DECISION:

MISC91.2.09 - UNIVERSALITY OF PRE-HOSPITAL CARE (Ambulance Service)

WHEREAS it is recognized that ambulance service has developed into a high level of pre-hospital care;

WHEREAS pre-hospital is recognized as an integral component of health care;

WHEREAS health care is provided at a basic level across all boundaries in Canada;

BE IT RESOLVED that the Federation of Canadian Municipalities urge the Government of Canada to include pre-hospital care (ambulance services) in the basic level of health care accessible to all Canadians.

Submitted by: City of Edmonton, Alberta

RECOMMENDATION: Category C

DECISION:

MISC91.2.12 - CHILDREN IN POVERTY

WHEREAS it is estimated that in Canada one child in six lives in poverty;

WHEREAS families struggling to provide the basic necessities of life, food, shelter and clothing have little energy remaining to nurture, support and provide a strong sense of self esteem to their children;

WHEREAS children from impoverished families begin their education at a disadvantage and are less likely to complete their schooling;

WHEREAS families in poverty are sometimes

required to leave children unsupervised which can result in their becoming involved in vandalism and petty theft;

WHEREAS children in families experiencing poverty have more limited access to needed services;

BE IT RESOLVED that the Federation of Canadian Municipalities and member municipalities work together to examine appropriate municipal strategies, particularly those requiring federal and provincial initiatives to address the issue of child poverty in Canada.

Submitted by: City of Edmonton, Alberta

RECOMMENDATION: Category C

DECISION:

MISC91.2.15 - CHILD CARE

WHEREAS professional child care in a modern and clean environment is recognized as being of fundamental importance for the well-being of young children;

WHEREAS in the absence of such child care, Canadian children are often either deprived of professional staff attention or made to suffer inadequate facilities;

WHEREAS the Government of Canada has a clear responsibility towards its citizens in their formative and most impressionable years;

WHEREAS the Government of Canada is in the best position to establish guidelines for child care as well as to provide the necessary funding;

BE IT RESOLVED that the Federation of Canadian Municipalities urge the Canadian Government to carry out its promise to pass appropriate legislation to establish professional standards and guidelines and to provide adequate funding for child care in Canada.

Submitted by: District of North Vancouver, British Columbia

RECOMMENDATION: Category C

DECISION:

SECTION 4

CATEGORY D RESOLUTIONS

ED91.1.02 - NORTHERN LIVING ALLOWANCE

WHEREAS the federal government created a northern living allowance in 1986 for the purpose of recognizing the additional cost of living for residents who live in northern and isolated areas;

WHEREAS the federal government is considering amending the northern living allowance for the tax year 1991 which will eliminate the benefit to the many Canadians who live in northern and isolated areas;

WHEREAS the northern living allowance acts as a frontier policy that encourages the economic development and settlement of Canada's northern and isolated communities;

BE IT RESOLVED that the Federation of Canadian Municipalities encourage the federal government to leave the northern living allowance in its current form, thereby recognizing the unique characteristics of doing business and living in the frontier regions of Canada.

Submitted by: Union of British Columbia Municipalities

RECOMMENDATION: Category D

N.B.: A similar resolution was endorsed at the 1990 FCM Annual Conference.

DECISION:

ENV91.2.03 - ATMOSPHERIC CHANGE TARGETS

WHEREAS the health and safety implications associated with atmospheric change are of concern to citizens across Canada and around the world;

WHEREAS the reduction of atmospheric pollutants and ozone depleting chemicals will require a concerted effort on the part of all orders of government and the international community;

BE IT RESOLVED that the Federation of Canadian Municipalities request the federal government to closely examine the recommendations of the Task Force on Atmospheric Change appointed by Vancouver City Council, and to expedite the implementation of the measures that support the objectives of these recommendations; namely:

- reduction in carbon dioxide emissions of 20% by the year 2005;
- phase out all emissions of CFCs and other ozone depleting chemicals by the year 1995;
- legally enforceable automobile fuel efficiency standards by the year 2000 of 4.7 litres per 100 km, or other comparable standards as established by the California Air Resources Board;
- adopt specific targets as part of international agreements to reduce emissions of carbon dioxide and other greenhouse gases;
- progressively limit imports from countries which do not adopt international targets to reduce emissions of carbon dioxide and other greenhouse gases.

Submitted by: City of Vancouver, British Columbia

RECOMMENDATION: Category D

N.B.: A similar resolution was endorsed at the September 1990 meeting of FCM's National Board of Directors.

DECISION:

ENV91.2.04 - FOOD AND BEVERAGE PACKAGING

WHEREAS the present quantities of non-degradable, non-returnable and non-recyclable food and beverage packaging limit the abilities of local governments to reduce levels of refuse dumped at landfills;

WHEREAS solid wastes that are not recycled contribute to incinerator emissions or to the production of methane in landfills, thereby contributing to atmospheric pollution;

BE IT RESOLVED that the Federation of Canadian Municipalities encourage the federal government to introduce stringent standards regulating non-degradable, non-returnable and non-recyclable food and beverage packaging.

Submitted by: City of Vancouver, British Columbia

RECOMMENDATION: Category D

N.B.: A similar resolution was endorsed by the September 1990 meeting of FCM's National Board of Directors.

DECISION:

ENV91.2.15 - PACKAGING PROTOCOL

WHEREAS packaging is a significant component of the solid waste stream, and solid waste management is a growing problem for all municipalities;

WHEREAS the establishment of standards for packaging is within federal jurisdiction;

WHEREAS the reduction of packaging is a stated objective of the Green Plan and the National Packaging Protocol;

BE IT RESOLVED that the Federation of Canadian Municipalities work with the federal government to implement a national packaging protocol with established targets and specific strategies for the reduction of packaging as a component of the municipal waste stream, including the adoption of national standards and regulations to provide a level playing field for all businesses and consumers.

Submitted by: City of Edmonton, Alberta

RECOMMENDATION: Category D

N.B.: A similar resolution was endorsed at the September 1990 meeting of FCM's National Board of Directors.

DECISION:

HSG91.1.01 - FUNDING OF CO-OPERATIVE HOUSING

WHEREAS the Government of Canada has almost completely abandoned its once pre-eminent role in funding and facilitating the creation of new housing;

WHEREAS the Canada Mortgage and Housing Corporation's (CMHC) Co-operative Housing Program has contributed significantly to the provision of adequate and affordable non-profit housing for lower and moderate-income households in many municipalities;

WHEREAS the cap on the funding of the federal\provincial Non-Profit Housing Program has resulted in a serious reduction in the number of unit allocations available under this program in Winnipeg and Manitoba over the past three years;

WHEREAS funding for the Federal Co-operative Housing Program has shrunk to the point where the number of co-op units directly funded by the Federal Government fell to an eleven-year low in 1989;

WHEREAS the federal Co-operative Housing Program is the last direct social housing program run by the Government of Canada;

WHEREAS continuing co-operative housing affords a high level of security of tenure, providing residents control over their community and the opportunity to participate in managing their housing;

WHEREAS the federal government's cap on social housing spending is having a devastating impact on non-profit housing production across the country;

WHEREAS there is a demand for continuing co-operative housing in many areas of Canada;

WHEREAS continuing co-operative housing delivery organizations have developed extensive expertise in carrying projects through from concept stage to CMHC approval in view of CMHC program guidelines;

WHEREAS the demand for affordable housing is expected to continue to exceed supply in many Canadian municipalities;

WHEREAS the availability of Provincial Rent Supplement Assistance enables many continuing co-operative housing projects to house core need low income households and therefore satisfy CMHC income targeting criteria;

WHEREAS the elimination of the landlord component of the Residential Rehabilitation Assistance Program has had a major negative impact on the rehabilitation of older residential dwelling units within inner city neighbourhoods;

BE IT RESOLVED that the Federation of Canadian Municipalities urge the Government of Canada to:

1. reinstate the full funding and number of

unit allocations under the Federal\Provincial Non-Profit Housing Program and that this funding be indexed;

2. increase funding for the Federal Co-operative Housing Program to allow for the construction of at least 2,000 housing co-op units annually; and

3. reinstate the landlord component of the Residential Rehabilitation Assistance Program.

Submitted by: The City of Winnipeg, Manitoba

RECOMMENDATION: Category D

N.B.: A similar resolution was endorsed at the 1990 FCM Annual Conference.

DECISION:

HSG91.2.02 - <u>RESIDENTIAL SPRINKLER SYSTEMS</u>

WHEREAS each year in Canada and the United States approximately 6,500 people die in building fires and 120,000 civilians and firefighters are injured or permanently disfigured in fires with 80% of these fires occuring in residential occupancies;

WHEREAS over half of all residential fire casualties involve the very young, the very old, and others with diminished ability to perceive danger or escape from a fire;

WHEREAS Canada stands ahead of the world in fire deaths per capita;

WHEREAS the results of a bona fide 1960 study by the United States Fire Administration was that loss of life could be reduced by 97% with the combination of smoke alarms (already mandated) and automatic sprinklers, and this conclusion was based upon the older and slower-activating standard sprinkler heads;

WHEREAS municipal government is responsible for the protection of people and property from fire in their respective municipalities;

WHEREAS the provincial Building Codes govern the minimum standards for life safety in all buildings;

WHEREAS municipal by-laws are inoperative when dealing with subjects already regulated by provincial acts and codes;

WHEREAS sprinklered residential occupancies could see a 20% reduction in insurance premiums;

WHEREAS new technological advances in materials have reduced installation costs to less than one percent of total construction in new buildings;

WHEREAS there is overall cost savings to the municipality by the introduction of residential sprinklers through

a) reduced requirement for construction and maintenance of extensive fire stations with workforce and initial engineering infrastructure costs;

b) reduced property loss;

c) reduced medical costs associated with treatment of burn victims;

BE IT RESOLVED that the Federation of Canadian Municipalities endorse the widespread use of automatic sprinkler systems in residential occupancies;

BE IT FURTHER RESOLVED that members of the Federation of Canadian Municipalities urge their provincial government for changes to the building codes that would require automatic sprinkler systems in all new residential construction;

BE IT FURTHER RESOLVED that the Federation of Canadian Municipalities request the National Research Council of Canada to require automatic sprinkler systems in residential occupancies in the 1995 revision of the National Building Code.

Submitted by: City of Fort McMurray, Alberta

RECOMMENDATION: Category D

N.B.: A similar resolution was endorsed by FCM in the last three years.

DECISION:

HSG91.2.05 - <u>FEDERAL NON-PROFIT CO-OPERATIVE HOUSING PROGRAM</u>

WHEREAS many Canadian communities are

experiencing a serious affordable housing crisis;

WHEREAS non-profit housing co-operatives have been proven to provide stable, affordable housing for low and moderate income Canadians;

WHEREAS the Government of Canada has almost completely abandoned its once pre-eminent role in funding and facilitating the creation of new housing so that the Federal Non-Profit Co-operative Housing Program is the last direct non-profit housing program funded by the Government of Canada;

WHEREAS funding for the Federal Non-Profit Co-operative Housing Program has shrunk to the point where the number of co-op units directly funded by the Federal Government has fallen to an 11 year low;

WHEREAS the current program has substantially reduced the cost of producing non-profit co-operative housing in Canada;

WHEREAS non-profit co-operative housing is known to provide affordable housing to a higher percentage of disadvantaged groups in our society;

WHEREAS the Federal Non-Profit Co-operative Housing Program is in the last year of its experimental stage and the Federal Government has not as yet committed itself to keeping the Program after this year;

BE IT RESOLVED that the Federal Government be urged to maintain the Federal Non-Profit Co-operative Housing Program.

Submitted by: City of Brandon, Manitoba

RECOMMENDATION: Category D

N.B.: A similar resolution was endorsed at the 1990 FCM Annual Conference.

DECISION:

FIN91.2.05 - REDUCTION OF NATIONAL DEBT

WHEREAS the Government of Canada instituted seven percent GST on January 1, 1991;

WHEREAS the Federal deficit is $374 billion and increasing by the hour;

BE IT RESOLVED that the Federation of Canadian Municipalities request the Minister of Finance to allocate at least one-half of the revenue generated by the GST to the reduction of the national debt.

Submitted by: The Township of Langley, British Columbia

RECOMMENDATION: Category D

N.B.: In the February 1991 Federal Budget, the Government of Canada is apportioning revenues from the GST towards the reduction of the National Debt.

DECISION:

FIN91.2.06 - EXEMPT MUNICIPALITIES FROM GST

WHEREAS the federal government of Canada has instituted the GST Tax as of January 1, 1991;

WHEREAS the GST applicable to municipalities allows a rebate of three percent;

WHEREAS this is an added expense and burden to the taxpayers of each municipality from coast to coast;

BE IT RESOLVED that the Federation of Canadian Municipalities make further representation to the Minister of Finance requesting that municipal governments be totally refunded the GST tax.

Submitted by: The Township of Langley, British Columbia

RECOMMENDATION: Category D

N.B.: This resolution is contrary to FCM policy as it relates to GST.

DECISION:

FIN91.2.08 - LAND CLAIMS

WHEREAS the federal government is ultimately responsible for land claims settlements with Canada's First Nations;

WHEREAS the most immediate and lasting impact will be on the municipalities;

WHEREAS municipalities have not been given an active role in land claims settlements;

BE IT RESOLVED that the Federation of Canadian Municipalities approach the Federal Government to make provisions for direct municipal involvement in land claims negotiations in those areas that directly affect municipalities such as land selection, taxation and the delivery of municipal services.

Submitted by: Association of Yukon Communities

RECOMMENDATION: Category D

N.B.: A similar resolution was endorsed at the September 1990 meeting of FCM's National Board of Directors.

DECISION:

FIN91.2.10 - RADIO LICENSE FEES

WHEREAS municipalities throughout Canada are obliged to provide various emergency services to the public;

WHEREAS the provision of emergency services requires the use of radio-communication equipment;

WHEREAS the use of radio-communication equipment obliges the user thereof to obtain the appropriate radio license;

WHEREAS recent changes to the Radio-Communications Act regulations has increased the number of radio licenses required by an emergency service;

WHEREAS this increase in the number of radio licenses has greatly increased the cost of operating an emergency service;

BE IT RESOLVED that the President of the Federation of Canadian Municipalities contact the Minister of Communications to urge that the present legislation concerning radio communications be amended so that each emergency service will be required to obtain only one radio license.

Submitted by: City of Edmonton, Alberta

RECOMMENDATION: Category D

N.B.: A similar resolution was endorsed at the 1990 FCM Annual Conference.

DECISION:

FIN91.2.12 - RADIO LICENCE FEES

WHEREAS many communities have purchased communication equipment through federal and provincial cost sharing programs;

WHEREAS the cost of licensing such equipment is borne by local communities, and the sudden and dramatic increase is placing a hardship on all communities;

BE IT RESOLVED that the Federation of Canadian Municipalities urge the federal government to reconsider the magnitude of the licence fee increase.

Submitted by: Saskatchewan Urban Municipalities Associations

RECOMMENDATION: Category D

N.B.: A similar resolution was endorsed at the 1990 FCM Annual Conference.

DECISION:

MI91.2.02 - GRANTS FOR REPAIR AND REPLACEMENT OF INFRASTRUCTURE

WHEREAS a great many municipal units across Canada are facing serious and dangerous deterioration in their basic infrastructure;

WHEREAS property taxation does not generate sufficient funds to repair and renew the current decay of municipal infrastructure;

WHEREAS a serious public danger, will result if immediate updating of municipal infrastructure in Canada is not undertaken;

WHEREAS the Federal Government regularly granted funds to Municipal Governments to establish and improve infrastructure until approximately 1980;

BE IT RESOLVED that the Federation of Canadian municipalities urge the Federal Government to immediately institute a grant system for repair and replacement of aging and decaying infrastructure, which municipal units across Canada may access on an equitable basis.

Submitted by: Town of Bridgewater, Nova Scotia

RECOMMENDATION: Category D; Task Force on Municipal Infrastructure recommends Category A: Concurrence.

N.B.: A similar resolution was endorsed by FCM in the last three years.

DECISION:

MI91.2.04 - CANADIAN MUNICIPAL INFRASTRUCTURE NEEDS FOR FUTURE SUSTAINABLE DEVELOPMENT

WHEREAS the Federation of Canadian Municipalities has researched the condition of municipal water line and supply, sewer line and disposal facilities, road, bridge and sidewalk installations, waste management facilities (infrastructure) throughout the country and has found them deteriorating at a rapid pace;

WHEREAS the general economic health, safety and environment of communities, provinces and Canada is strongly influenced by the state of municipal infrastructure;

WHEREAS unemployment is at nine percent and rising and continues to be an ever increasing problem for Canadian society;

WHEREAS a municipal replacement infrastructure program would create 220,000 to 285,000 person years of work;

WHEREAS the federal Green Plan proposes sustainable development targets and initiatives to meet the needs of the present generation without compromising the ability of future generations to meet their own needs and without compensation to urban municipalities for implementation of same;

WHEREAS urban municipalities cannot alone afford the $15 billion cost to replace, renew and provide sustainable infrastructure;

WHEREAS the quality of life in urban municipalities will deteriorate without federal government financial aid;

BE IT RESOLVED that the Federation of Canadian Municipalities continues its efforts in seeking federal government participation in a joint federal/provincial/municipal program to address municipal infrastructure needs;

BE IT FURTHER RESOLVED that the Federation of Canadian Municipalities lobby the federal government to seize the opportunity to establish a major job creation initiative and ensure future sustainable development in Canada.

Submitted by: City of Regina, Saskatchewan

RECOMMENDATION: Category D; Task Force on Municipal Infrastructure recommends Category A: Concurrence.

N.B.: In the seventh descriptive clause, "senior" has been replaced with "federal".

N.B.: A similar resolution was endorsed by FCM in the last three years.

DECISION:

SUR91.2.01 - RURAL COMMUNITY TASK FORCE

WHEREAS the producers who are currently farming are efficiently managing their resources;

WHEREAS farm income is at historic low levels due to issues beyond farmers' control, such as foreign trade policies;

WHEREAS the continued erosion of farm equity has led to a decline in the number of farms;

WHEREAS large companies within the food chain are able to attain a rate of return on equity which enables maintenance and growth as illustrated by publicly traded food companies of about 20 to 25 %, while individual farmers have returns less than four percent;

WHEREAS most farm families rely on off-farm income to support the farm family;

WHEREAS money spent by farm families within the community changes hands 30 to 40 times before it leaves the community;

BE IT RESOLVED that a task force made up of nonpartisan representatives of our rural communities be appointed to identify the issues to encourage local initiatives for maintaining our rural communities.

Submitted by: County of Parkland, Alberta

RECOMMENDATION: Category D

N.B.: The intent of this resolution is within the mandate of FCM's Standing Committee on Small Urban and Rural Communities.

DECISION:

USCP91.2.01 - CRIMINAL CODE AMENDMENT - SOLICITING

WHEREAS residential and business areas of Vancouver are being degraded by the presence of street prostitution;

WHEREAS residents of these areas are disturbed, accosted and confronted by prostitutes or persons seeking the services of a prostitute;

WHEREAS street prostitution is a dreadful role model for the school children and young people of these areas;

WHEREAS the power of the police to remove these persons from the street is restricted by the Criminal Code;

WHEREAS the sentences imposed by the courts have failed to deter the prostitutes or persons seeking the services of a prostitute;

WHEREAS persons charged with soliciting are not fingerprinted and consequently accurate identification is not possible;

BE IT RESOLVED that the Federation of Canadian Municipalities urge the Government of Canada to amend the Criminal Code to make violations of Section 213 an indictable offence;

BE IT FURTHER RESOLVED that the Federation of Canadian Municipalities urge the Government of Canada to amend the Criminal Code of Canada to provide that when a person is convicted under Section 213 for a second or subsequent offence or, the evidence shows that the offence took place adjacent to or close by residential or educational premises, the penalty should be a minimum of seven days' imprisonment.

Submitted by: City of Vancouver, British Columbia

RECOMMENDATION: Category D

N.B.: A similar resolution was defeated at the 1990 FCM Annual Conference.

DECISION:

USCP91.2.03 - NATIONAL CRIME PREVENTION COUNCIL

WHEREAS Canada's safe cities are a matter of pride with the Canadian people and a national value which deserves specific federal leadership and support;

WHEREAS evidence is mounting that Canada's cities are deteriorating in the face of mounting street crime;

WHEREAS the work of the European and North American Conference on Urban Safety and Crime Prevention, concluded in Montreal on October 13, 1989, demonstrated the relative lack of crime prevention projects in Canada compared to the level in European participant countries, projects which make a positive contribution to safer cities;

BE IT RESOLVED that the Federation of Canadian Municipalities call on the Federal Government to establish a National Crime Prevention Council, which, taking **into** account provincial constitutional responsibilities in the field, would provide leadership and financial support for a broad range of local crime prevention projects, run at the local level, to enhance Urban Safety in Canada's cities.

Submitted by: City of Thompson, Manitoba

RECOMMENDATION: Category D

N.B.: A similar resolution was endorsed at the 1990 FCM Annual Conference.

DECISION:

MISC91.2.04 - RECOGNITION OF MUNICIPAL INITIATIVES

WHEREAS a number of municipalities have taken initiatives to promote accessibility and integration for their handicapped citizens;

WHEREAS communication of such activities would provide opportunity for other municipalities to benefit from the examples recognized;

WHEREAS current avenues, such as the "Five Star Community Award Program", do not provide for recognition outside specifically set guidelines;

BE IT RESOLVED that the Federation of Canadian Municipalities petition the Government

of Canada to provide for annual recognition and communication of the activities of municipalities which promote accessibility and integration for their handicapped citizens.

Submitted by: City of Prince George, British Columbia

RECOMMENDATION: Category D

N.B.: FCM and the Secretary of State currently recognize municipal achievements in this area under the "Five Star Community Award Program".

DECISION:

MISC91.2.11 - FEDERAL AND PROVINCIAL IMPACTS ON MUNICIPAL LEVEL OF GOVERNMENTS

WHEREAS the federal government has embarked on a plan to redesign the way Canada works;

WHEREAS under the direction of Prime Minister Brian Mulroney and the Federal Provincial Relations Office, teams of senior civil servants have been put to work to study a whole range of matters related to what the federal government does now, what it should do and, how it should operate in relation to the Provinces and their various powers;

WHEREAS powers of the provinces impact on the municipal order of government;

WHEREAS this could result in changes to transfer payments, devolution of responsibilities and a host of other matters that could impact on the municipal order of government in Canada;

BE IT RESOLVED that the Federation of Canadian Municipalities be requested to set up an appropriate political mechanism in order to:

1) monitor the work that is on going;
2) intervene specifically in areas where municipal interests are being prejudiced;
3) ensure any devolution of powers is accompanied by appropriate financing, taxing or commensurate fiscal ability to carry out the necessary actions;
4) request status in participating directly in tri-level discussions and governmental responsibility, revenue sharing, and other matters affecting municipalities.

Submitted by: City of Calgary, Alberta

RECOMMENDATION: Category D

N.B.: This resolution deals with FCM's current mandate.

DECISION:

MISC91.2.13 - UTILITY INCOME TAX REBATES

WHEREAS as a means of maintaining equity in Canada between privately owned utilities which are subject to corporate income tax and publicly owned utilities, which are not subject to corporate income tax, the Public Utilities Income Tax Transfer Act provided a rebate of 95% of the income tax collected from privately owned utilities in affected Provinces;

WHEREAS the federal decision to freeze transfers at the 1989/90 level of 50% under the Public Utilities Income Tax Transfer Act is creating inequity between privately owned and publicly owned utilities;

WHEREAS the inequity created by the rebate reduction will contribute to higher rate charges to the customers of privately owned utilities;

WHEREAS higher rate charges will make it more difficult for provinces served by privately owned utilities to remain competitive in attracting prospective new business with those provinces served by publicly owned utilities;

BE IT RESOLVED that the Federation of Canadian Municipalities urge the Government of Canada to take steps to remove the inequity which has been created between these utilities by the rebate reduction and freeze.

Submitted by: Strathcona County, Alberta

RECOMMENDATION: Category D

N.B.: In the February 1991 Federal Budget, the Federal Government maintained the assignation of income tax to privately-owned utility companies.

DECISION:

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APPENDIX D

CATEGORY D RESOLUTIONS

ED91.1.02	Northern Living Allowance (Union of British Columbia Municipalities)
ENV91.2.03	Atmospheric Change Targets (City of Vancouver, British Columbia)
ENV91.2.04	Food and Beverage Packaging (City of Vancouver, British Columbia)
ENV91.2.15	Packaging Protocol (City of Edmonton, Alberta)
HSG91.1.01	Funding of Co-operative Housing (City of Winnipeg, Manitoba)
HSG91.2.02	Residential Sprinkler Systems (City of Fort McMurray, Alberta)
HSG91.2.05	Federal Non-Profit Co-Operative Housing Program (City of Brandon, Manitoba)
FIN91.2.05	Reduction of National Debt (Township of Langley, British Columbia)
FIN91.2.05	Exempt Municipalities From GST (Township of Langley, British Columbia)
FIN91.2.08	Land Claims (Association of Yukon Communities)
FIN91.2.10	Radio Licence Fees (City of Edmonton, Alberta)
FIN91.2.12	Radio Licence Fees (Saskatchewan Urban Municipalities Associations)
MI91.2.02	Grants for Repair and Replacement of Infrastructure (Town of Bridgewater, Nova Scotia)
MI91.2.04	Canadian Municipal Infrastructure Needs For Future Sustainable Development (City of Regina, Saskatchewan)
SUR91.2.01	Rural Community Task Force (County of Parkland, Alberta)
USCP91.2.01	Criminal Code Amendment - Soliciting (City of Vancouver, British Columbia)
USCP91.2.03	National Crime Prevention Council (City of Thompson, Manitoba)

MISC91.2.04	Recognition of Municipal Initiatives (City of Prince George, British Columbia)
MISC91.2.11	Federal and Provincial Impacts On Municipal Level of Governments (City of Calgary, Alberta)
MISC91.2.13	Utility Income Tax Rebates (County of Strathcona, Alberta)

APPENDIX E

MEMBERSHIP ON STANDING COMMITTEES AND TASK FORCES 1990-1991

Standing Committee on Economic Development

Chair: Mayor John Backhouse, Prince George

Vice Chair: *Councillor Robert Sherwood, Markham

Yukon
Councillor Art Deer, President, Association of Yukon Communities

British Columbia
Alderman George Puil, Vancouver

Prairies
Mayor Rick Borotsik, Brandon
*Mayor Betty Collicott, Fort McMurray
Councillor Gordon Miller, President, Alberta Association of Municipal Districts and Counties
Mayor Anita L. Ratchinsky, St. Albert

Ontario
*Alderman Jo Brennan, Brantford
Councillor John Irvine, London
Mayor Angus Read, Cobourg
Councillor Bryon Wilfert, Richmond Hill

Québec
Mayor Jean-Louis Desrosiers, President, Union des municipalités du Québec
Councillor Edmond Leduc, Granby
Councillor Claude Lemay, Hull
Mayor Jean-Léon Marquis, Rivière-du-Loup

Atlantic
Alderman Richard Brown, Charlottetown
Mayor William R. Campbell, Sackville
Warden Lee Nauss, District of Lunenburg
Mayor Ray Pollett, Corner Brook
Deputy Warden Ken Wilkinson, President, Union of Nova Scotia Municipalities

* **Non-Board Member**

Standing Committee on Environmental Issues

Chair: Mayor Doug Archer, Regina

Vice Chair: Alderman Abe Limonchik, Montreal

British Columbia
Alderman Judith Higginbotham, Surrey
*Mayor John Les, Chilliwack
Mayor Audrey Moore, Castlegar
Mayor Betty Toporowski, New Westminster
Mayor Gillian Trumper, Port Alberni

Prairies
*Mayor Betty Collicott, Fort McMurray
Alderman Ruth Fiala, Swift Current
Alderman Ron Hayter, Third Vice-President
Alderman Patricia MacKenzie, Edmonton
Alderman Helen A. Rice, Grande Prairie

Ontario
Councillor George Brown, Ottawa-Carleton
Councillor Christopher Cutler, Flamborough
Alderman Rob Forbes, Halton Region
*Alderman Joan O'Neill, Ottawa
Councillor Tom Porter, Windsor

Québec
Mayor Jacques Dupuis, Repentigny
Councillor André Gervais, Laval

Atlantic
*Mayor Leopold Belliveau, Moncton
Mayor John Savage, Dartmouth
Deputy Warden Ken Wilkinson, President, Union of Nova Scotia Municipalities

* **Non-Board Member**

Standing Committee on Heritage, Arts and Culture

Chair: Mayor Jean Paul L'Allier, Québec

Vice Chair: Alderman Ruth Elzinga, Lethbridge

British Columbia
Mayor John Backhouse, Prince George

Prairies
Mayor Homer Gill, President, Manitoba Association of Urban Municipalities

Ontario
Councillor Christopher Cutler, Flamborough
*Alderman Norman Groves, Burlington
Councillor John Irvine, London
*Alderman Ben Nobleman, York

Québec
*Councillor Gérard Allard, Granby
Councillor Claude Lemay, Hull
*Councillor Roger Mareschal, Aylmer

Atlantic
Mayor William R. Campbell, Sackville
*Mayor Laurence Mawhinney, Lunenburg

* **Non-Board Member**

Standing Committee on Municipal Finance

Chair: Alderman Ted Cholod, President, Saskatchewan Urban Municipalities Association

Vice Chair: Alderman Rob Forbes, Burlington

British Columbia
Mayor George Ferguson, Past President
*Mayor John Les, Chilliwack
Alderman George Pull, Vancouver

Prairies
*Alderman Craig Reid, Calgary
Mayor Henry Wiebe, Winkler

Ontario
Councillor John Harrison, President, Association of Municipalities of Ontario
Mayor Angus Read, Cobourg

Québec
Councillor Jules Daigle, Dorval
Mayor Margaret Delisle, Sillery
*Mayor Nunzio (Nick) Discepola, Kirkland
Councillor Claude Lemay, Hull
Mayor Jean-Léon Marquis, Rivière-du-Loup

Atlantic
Warden Laszlo S. Lichter, Halifax County
Mayor John Savage, Dartmouth

Resource Person:
*Rochelle Zimberg, Executive Director, Manitoba Association of Urban Municipalities (Ex officio)

* **Non-Board Member**

Standing Committee on National Transportation

Chair: Mayor Betty Toporowski, New Westminster

Vice Chair: Mayor Jacques Dupuis, Repentigny

British Columbia
Mayor Gillian Trumper, Port Alberni

Prairies
Mayor Rick Borotsik, Brandon
Alderman Ruth L. Elzinga, Lethbridge
Reeve Bernard Kirwan, Saskatchewan Association of Rural Municipalities

Ontario
Councillor John Harrison, President, Association of Municipalities of Ontario
Councillor Grant Hopcroft, London
*Councillor Howard Levine, Toronto
*Councillor Tom Newell, Markham
Councillor Bryon Wilfert, Richmond Hill

Québec
*Alderman Abe Limonchik, Montreal
*Councillor Paul MacKay, Québec
*Councillor Roger Mareschal, Aylmer
*Mayor Marcel Morin, Pierrefonds

Atlantic
Alderman Richard Brown, Charlottetown
Councillor Norman Crossman, Moncton
*Councillor Len Goucher, Bedford
Warden Lee Nauss, District of Lunenburg
Deputy Mayor Henry Shouse, Happy Valley-Goose Bay
*Mayor Elsie Wayne, Saint John

* **Non-Board Member**

Standing Committee on Policies and Resolutions

Chair: Alderman Ron Hayter, Third Vice-President

Vice Chair: Mayor Audrey Moore, Castlegar

British Columbia
Alderman Judith Higginbotham, Surrey
Mayor Betty Toporowski, New Westminster

Prairies
Alderman Ted Cholod, President, Saskatchewan Urban Municipalities Association
Mayor John Empey, Estevan
Mayor Homer Gill, President, Manitoba Association of Urban Municipalities
Alderman Patricia MacKenzie, Edmonton
Mayor Anita L. Ratchinsky, St. Albert

Ontario
Mayor Edith Fuller, Haldimand
Councillor Grant Hopcroft, London
Alderman Bob Wall, Cambridge

Québec
Mayor Margaret Delisle, Second Vice-President
Councillor Jules Daigle, Dorval

Atlantic
Deputy Mayor Debby Warren, Riverview

Standing Committee on Small Urban and Rural Communities

Chair: Councillor Gordon Miller, President, Alberta Association of Municipal Districts and Counties

Vice Chair: Deputy Mayor Debby Warren, Riverview

British Columbia
Mayor George Ferguson, Past President

Prairies
Mayor John Empey, Estevan
Alderman Ruth Fiala, Swift Current
Mayor Homer Gill, President, Manitoba Association of Urban Municipalities
Reeve Bernard Kirwan, President, Saskatchewan Association of Rural Municipalities
Reeve Manson Moir, President, Union of Manitoba Municipalities
Mayor Anita L. Ratchinsky, St. Albert
Mayor Henry Wiebe, Winkler

Ontario
Councillor John Harrison, President, Association of Municipalities of Ontario

Québec
Mayor Jean-Louis Desrosiers, President, Union des municipalités du Québec

Atlantic
Mayor Sam Connors, President, Newfoundland and Labrador Federation of Municipalities
Warden Laszlo S. Lichter, Halifax County
Warden Lee Nauss, District of Lunenburg
Deputy Mayor Henry Shouse, Happy Valley-Goose Bay
Deputy Warden Ken Wilkinson, President, Union of Nova Scotia Municipalities

Resource Person:
*Lisa Doyle, Executive Director, Federation of Prince Edward Island Municipalities (Ex-officio)

* **Non-Board Member**

Standing Committee on Urban Safety and Crime Prevention

Chair: Chairman Michel Hamelin, Montreal Urban Community

Vice Chair: Alderman Judith Higginbotham, Surrey

Yukon
Councillor Art Deer, President, Association of Yukon Communities

British Columbia
Mayor John Backhouse, Prince George

Prairies
Mayor Doug Archer, Regina
*Mayor Betty Collicott, Fort McMurray
Alderman Helen A. Rice, Grande Prairie

Ontario
*Alderman Gael K. Miles, Brampton
Deputy Reeve Eddy Mullin, Hawkesbury

Québec
Councillor André Gervais, Laval
Councillor Edmond Leduc, Granby
*Councillor Roger Mareschal, Aylmer

Atlantic
Mayor William R. Campbell, Sackville
*Mayor Bruce McIntosh, Campbellton
Mayor Ray Pollett, Corner Brook
Deputy Mayor Debby Warren, Riverview
*Mayor Brad Woodside, Fredericton

* **Non-Board Member**

Task Force on Housing

Chair: Mayor John Savage, Dartmouth

Vice Chair: Deputy Reeve Ed Mullin, Hawkesbury

Yukon
Councillor Art Deer, President, Association of Yukon Communities

British Columbia
*Mayor John Les, Chilliwack

Prairies
Mayor Doug Archer, Regina
Alderman Ron Hayter, Third Vice-President
*Alderman Bev Longstaff, Calgary
Alderman Patricia MacKenzie, Edmonton

Ontario
Councillor George Brown, Ottawa-Carleton
Councillor Christopher Cutler, Flamborough
*Alderman Norman Groves, Burlington
*Alderman Diane Holmes, Ottawa
*Alderman Ben Nobleman, York
Alderman Bob Wall, Cambridge

Québec
Mayor Jean-Paul L'Allier, Québec
Alderman Abe Limonchik, Montreal
*Councillor Guy Mayné, Saint-Hubert

Atlantic
Mayor Ray Pollett, Corner Brook
*Councillor Grant Walker, Bedford

* **Non-Board Member**

Task Force on International Programs

Chair: Mayor Art Eggleton, Toronto

Vice Chair: Mayor Jean-Paul L'Allier, Québec

British Columbia
Mayor Audrey Moore, Castlegar

Prairies
Alderman Ruth L. Elzinga, Lethbridge
Alderman Ruth Fiala, Swift Current
*Alderman Craig Reid, Calgary

Ontario
Councillor George Brown, Ottawa-Carleton
Deputy-Reeve Eddy Mullin, Hawkesbury

Québec
Mayor Margaret Delisle, Second Vice-President
Chairman Michel Hamelin, Montreal Urban Community
Mayor Jean-Léon Marquis, Rivière-du-Loup

Atlantic
Warden Laszlo S. Lichter, Halifax County
Deputy Mayor Henry Shouse, Happy Valley-Goose Bay

Resource Person:

*Rochelle Zimberg, Executive Director, Manitoba Association of Urban Municipalities (Ex-officio)

* **Non-Board Member**

Task Force on Municipal Infrastructure

Chair: Councillor Jae Eadie, Winnipeg

Vice Chair: Mayor Pat McMahon, President, Northwest Territories Association of Municipalities

British Columbia
Alderman George Puil, Vancouver

Prairies
Mayor Rick Borotsik, Brandon
*Mayor Betty Collicott, Fort McMurray

Ontario
Alderman Rob Forbes, Halton Region
Mayor Edith Fuller, Haldimand
Councillor Grant Hopcroft, London
*Alderman Joan O'Neill, Ottawa
Councillor Tom Porter, Windsor
Mayor Angus Read, Cobourg
Councillor Bryon Wilfert, Richmond Hill
Mayor Peter Wong, Sudbury

Québec
Councillor Jules Daigle, Dorval
Mayor Jacques Dupuis, Repentigny
Councillor André Gervais, Laval
Councillor Edmond Leduc, Granby
*Councillor Danielle Viau-Gougeon, Aylmer

Atlantic
Alderman Richard Brown, Charlottetown
Councillor Norman Crossman, Moncton
*Mayor Elsie Wayne, Saint John

* **Non-Board Member**

Task Force on Postal Services

Chair: Mayor Peter Wong, Sudbury

Vice Chair:

Northwest Territories
Mayor Pat McMahon, President, Northwest Territories Association of Municipalities

Prairies
Mayor John Empey, Estevan

Ontario
*Alderman Jo Brennan, Brantford
Mayor Edith Fuller, Haldimand
Councillor Doreen Quirk, Markham

Québec
Councillor Edmond Leduc, Granby

Atlantic
Mayor Sam Connors, President, Newfoundland and Labrador Federation of Municipalities
*Mayor Bruce McIntosh, Campbellton

Resource Person:
*Rochelle Zimberg, Executive Director, Manitoba Association of Urban Municipalities (Ex-officio)
*Lisa Doyle, Executive Director, Federation of Prince Edward Island Municipalities

* **Non-Board Member**

Conference Planning Committee

Chair: Councillor Doreen Quirk, First Vice- President

Vice Chair:

Northwest Territories
Mayor Pat McMahon, President, Northwest Territories Association of Municipalities

British Columbia
Alderman Judith Higginbotham, Surrey
Mayor Gillian Trumper, Port Alberni

Prairies
Alderman Ted Cholod, President, Saskatchewan Urban Municipalities Association
Alderman Ruth L. Elzinga, Lethbridge
Mayor Henry F. Wiebe, Winkler

Ontario
Alderman Bob Wall, Cambridge

Atlantic
*Mayor Leopold Belliveau, Moncton

* **Non-Board Member**

Membership Development Committee

Chair: Mayor Margaret Delisle, Second Vice-President

British Columbia
Mayor Audrey Moore, Castlegar

Prairies
Councillor Jae Eadie, City of Winnipeg
Councillor Gordon Miller, President, Alberta Association of Municipal Districts and Counties

Ontario
Mayor Peter Wong, Sudbury
Councillor Doreen Quirk, First Vice-President

Québec
Chairman Michel Hamelin, Montreal Urban Community

Atlantic
Mayor John Savage, Dartmouth

Budget and Audit Committee

British Columbia
Mayor George Ferguson, Past President

Québec
Councillor Claude Lemay, Hull

Atlantic
Mayor Ray Pollett, Corner Brook